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ABSTRACT

The purpose of this study was to observe and describe the functions, processes, and dynamics of group decision-making in the Instructional Improvement Committee (IIC) of multiunit Individually Guided Education (IGE) elementary schools. Data for the study were collected through interviews, questionnaires, and observations at eight established IGE schools of diverse location, socioeconomic level, and ethnic composition. Data were analyzed by schools and across schools according to the responses of the staff and based on field notes and observations. Among the study's major findings were the following: 1) the membership, modes of operation, and functions of the IIC differed considerably from the prototypical multiunit organizational model; 2) the IIC performed crucial functions related to the instruction program in IGE schools; 3) the representation function of the unit leader was widely accepted and, when effective, contributed to the cohesiveness of the IIC; 4) staff members were satisfied with the shared decision-making process of the IIC, although they perceived their influence on decisions as low; and 5) the general failure of schools to have effective Systemwide Program Committees had a negative effect on the IGE program in the schools. (Author/JG)

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Technical Report No. 416

# DECISION MAKING OF THE INSTRUCTIONAL IMPROVEMENT COMMITTEE IN IGE SCHOOLS: FUNCTIONS, PROCESSES, AND RELATIONSHIPS

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

by

Colin Reginald Joseph Moyle

Report from the Project on
Organization for Instruction and Administrative Arrangements

James M. Lipham
Principal Investigator

Wisconsin Research and Development
Center for Cognitive Learning
The University of Wisconsin
Madison, Wisconsin

September 1977

EA 010 030

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## FUNDING

The Wisconsin R&D Center is supported with funds from the National Institute of Education; the Bureau of Education for the Handicapped, U.S. Office of Education; and the University of Wisconsin.

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My gratitude is also expressed to the National Institute of Education for funding my study through the Wisconsin Research and Development Center for Cognitive Learning, and to the Department of Educational Administration at the University of Wisconsin-Madison for accepting me as a graduate student. I shall return to Australia totally enchanted by the professors and graduate students with whom I have studied and the environment in which I have been privileged to live.

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## Abstract

# DECISION MAKING OF THE INSTRUCTIONAL IMPROVEMENT COMMITTEE IN IGE SCHOOLS: FUNCTIONS, PROCESSES, AND RELATIONSHIPS

Colin Reginald Joseph Moyle

Under the Supervision of Professor James M. Lipham

The purpose of this study was to observe and describe the functions, processes, and dynamics of group decision making in the Instructional Improvement Committee (IIC) in IGE elementary schools. The theoretical foundations included IGE, social systems, group dynamics, leadership and decision theories.

Field methodology was employed to examine eight established IGE schools diverse in location, socioeconomic level, and ethnic composition. Data were collected through interviews, observations, and questionnaires. Data were analyzed by schools and across schools according to the responses of the staff and based on field notes and observations.

The major findings were:

1. The membership, modes of operation, and functions performed by the IIC differed considerably from the prototypic multiunit organizational model.

2. The IIC performed crucial and significant functions related to the instructional program in IGE schools. Its effectiveness was increased by broadening member understanding of its range of specified

functions, and improving administrative arrangements to enhance two-way communication between the IIC and the Instruction and Research units.

3. The representation function of the unit leader was widely accepted. Its effectiveness was enhanced when the unit leader was committed to the concept of IGE and was adequately prepared to discuss and defend in the IIC issues of concern to unit members.

4. Effective unit leader representation contributed to the cohesiveness of the IIC through the facilitation of horizontal and vertical two-way communication.

5. Group cohesion in the IIC increased when there was open two-way communication, when members were satisfied with the decision-making processes, and when compatibility existed in personality and teaching philosophy among members.

6. An open, two-way, total interaction style characterized communications in the IIC. Where two-way communication links among unit leaders were weak, units tended to become schools-within-the-school.

7. Task structuring of IIC agenda items increased as the issues involved became more complex, and as principals saw the need to control the outcomes of decisions.

8. The effectiveness of decision making in the IICs was enhanced when principals struck an appropriate balance between instrumental and participative leadership behavior.

9. The shared decision-making process used in the IICs varied by school, but it satisfied staff members, although they perceived their influence on the decisions made to be low.

10. Teacher education institutions which taught IGE-related courses possessed the interest and the resources to stimulate and help to sustain the refinement and renewal of IGE.

11. Frequent changes in membership of the IICs were dysfunctional to their operation.

12. Decision making by the IICs in certain curricular and instructional areas was circumscribed because of policies, procedures, and committee structures of the school districts.

13. The failure, in general, of schools to have Systemwide Program Committees, or of the existing SPCs to function according to the multiunit model had a negative effect on the IGE program in the schools.

Based on the findings, several implications for practice and for future research were delineated.

APPROVED: ______________________

DATE: 8/11/77

# CHAPTER I

## INTRODUCTION TO THE STUDY

Schools are organizations with a traditional mode of operation. Their customary practices are ill-adapted to meet the curricular challenges with which rapid technological and social change confront them. One solution to this problem is for the organization of the school to be remodeled in a manner which enables it to interact successfully with a curriculum planned to provide optimal learning for the students. The system of Individually Guided Education (IGE) is one such widely accepted and implemented solution.

The organizational component of IGE, the multiunit school, includes three hierarchical levels of operation: the Instruction and Research (I & R) Unit, the Instructional Improvement Committee (IIC), and the Systemwide Program Committee (SPC). The successful operation of each level has an underlying premise that decision making will be shared. The process of shared decision making, the degree to which it is undertaken, and the reactions of principals and staff to it in IGE schools have not been documented.

The research presented here uses an exploratory field study method to investigate and describe the functions, processes and relationships in the IIC, with emphasis upon shared decision making. To achieve the purpose of the study particular attention is given in the IIC to the leader behavior of the principal, the representation function of the unit leaders and the group dynamics of the committee in eight diversely located IGE schools.

This chapter includes a review of the literature, beginning with an outline of IGE which emphasizes those facets which are germane to this study. An overview of change theory and research specifically related to the functions, processes, and relationships of the schoolwide decision-making body in IGE schools, the Instructional Improvement Committee (IIC), is detailed. The theoretical and conceptual foundations of the study are presented next, followed by the statement of the problem and the significance of the study. The concluding paragraph gives an overview of the study.

## The System of Individually Guided Education (IGE)

Individually Guided Education has been implemented in elementary schools throughout the United States and elsewhere for more than a decade. Under the direction of Professor Herbert Klausmeier, development of IGE began in 1965 at the University of Wisconsin-Madison, and from 1967, when there were seven IGE elementary schools, to the present, the system has been adopted in hundreds of schools. During this period of widespread acceptance, the Wisconsin Research and Development Center has continually developed, expanded and refined the system of IGE.

As a complete educational system for the elementary school, IGE is complex, being based on theoretic and pragmatic ideas about schooling, children's learning, and the professional roles of school staff members (Romberg, 1976). IGE presumes to alleviate several deficiencies and ineffective practices which typify elementary schools in the

United States and elsewhere. The age-graded, self-contained classroom is at the heart of the failure of schools to respond to the individual needs of children, the varied abilities and knowledge of teachers, the interests of the community, and the results of scientific research concerning how children learn. IGE thus aims to produce better educational achievement by providing well for differences among children in rate of learning, learning styles, level of motivation, and other characteristics (Klausmeier et al, 1971).

As an alternative form of elementary education, IGE seeks to attain the following conditions in schools which adopt it:

1. The individual learner as a person with unique characteristics, concerns, and motivations is the focus of attention.
2. Curricular materials selected to accommodate varying learning styles.
3. A reconciliation of the values of autonomy and accountability, small group responsibility, and inter-group coordination.
4. Teachers and other educational personnel employing problem-solving processes to satisfy the educational needs of individual children and teachers.
5. The educational program taking home and neighborhood conditions into account.
6. The school building constructed or remodeled to facilitate IGE practices.
7. Provision for staff development as an essential part of the approach (Klausmeier et al., 1971, p. 69).

Conditions 3 and 4 above receive particular emphasis in this study.

As shown in Figure 1, there are seven basic, but relatively complex, components of IGE. These are the multiunit organizational-administrative arrangements, instructional programming for the individual

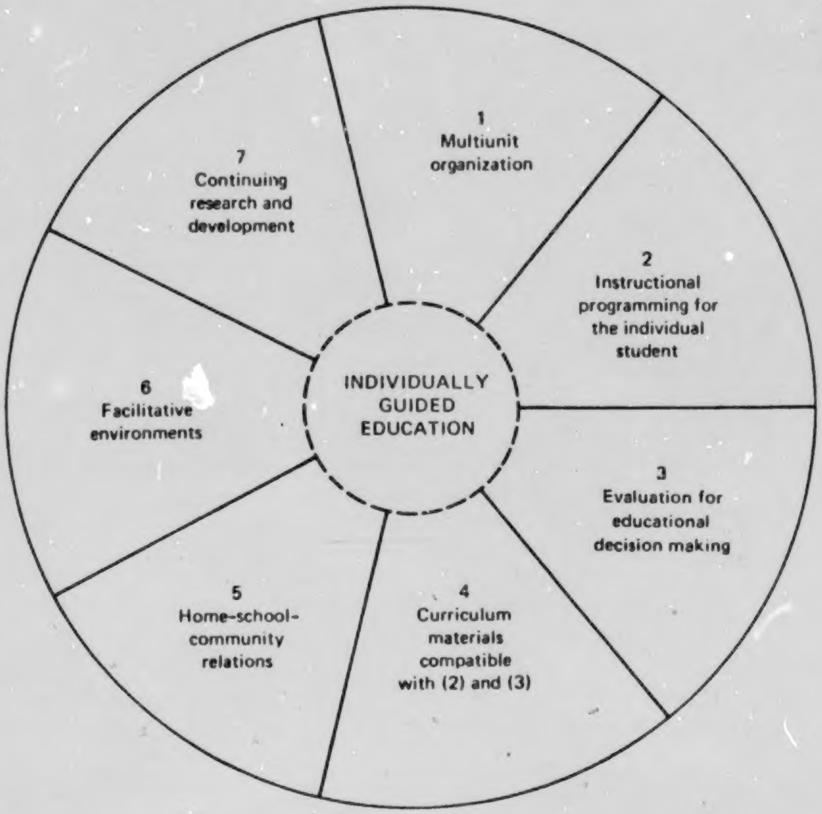

1
Multiunit organization
2
Instructional programming for the individual student
3
Evaluation for educational decision making
4
Curriculum materials compatible with (2) and (3)
5
Home-school-community relations
6
Facilitative environments
7
Continuing research and development
INDIVIDUALLY GUIDED EDUCATION

Figure 1.1. Major Components of Individually Guided Education.

Based on: Klausmeier, Quilling, Sorenson, Way, & Glasrud, 1971, Chapter 2.

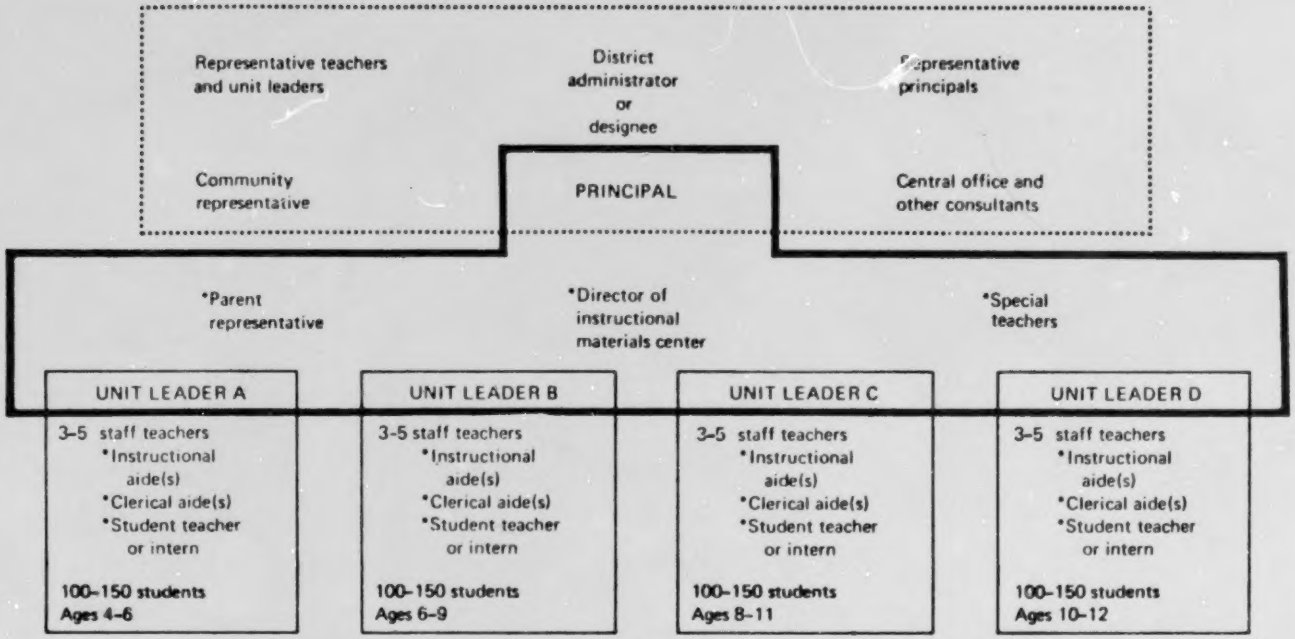
student, evaluation for educational decision making, curricular materials compatible with IGE, home-school-community relations, facilitative environments for IGE, and the continuing research and development required to improve IGE (Lipham and Fruth, 1976).

The first of these components, the multiunit form of school organization, is the focus of this study. It is designed to produce an environment in a school building that facilitates instructional programming for the individual student and the introduction and utilization of the other components of IGE (Klausmeier et al., 1968, p. 18). Its purpose is to:

> . . . articulate vertical and horizontal relationships, affix organizational roles and responsibilities, facilitate immediate and long-range planning, increase involvement in educational decision making, and improve communication among school personnel (Lipham and Fruth, 1976, p. 10).

As shown in Figure 2, the organizational structure of the multiunit school is comprised of three interrelated hierarchical levels: the Instruction and Research (I & R) Unit at the classroom level; the Instructional Improvement Committee (IIC) at the building level; and the Systemwide Program Committee (SPC) at the district level.

The I & R unit replaces the age-graded, self-contained classroom form of instruction, and the departmentalized form of organization for instruction. In it several teachers, one of whom is designated as the unit leader, cooperate in planning, carrying out, and evaluating instructional programs for each student in the unit. Specialist teachers may also be included as members of the unit staff. As the prototypic model shows, other personnel, such as aides and student teachers,



——— Instruction and Research Unit
▬▬▬ Instructional Improvement Committee
------ Systemwide Program Committee

*Inclusion of these persons will vary according to particular school settings.

Figure 1.2. Multiunit Organization of an IGE School of 400-600 Students.

Based on: Klausmeier, Morrow, & Walter, 1968, p. 19.

may be used in some schools to supplement the unit's teaching staff. The other main functions of the cooperative instructional team are to plan and implement its staff development activities, to participate in preservice teacher education activities, and to plan and carry out research and development activities (Klausmeier et al., 1977, p. 13).

The IIC is a new structure which is chaired and organized by the school principal and includes as members the I & R unit leaders, other representative personnel, and sometimes parents. It performs the following unique functions:

1. Establishes educational objectives for the entire school.
2. Coordinates the plans and activities of the school's units to achieve continuity in the educational program.
3. Coordinates the use of facilities, equipment and curricular materials that are utilized by the several units.
4. Analyzes and communicates with the community and involves parents and other citizens in an effective program of home-school-community relations.
5. Coordinates the school's in-service staff development program and the preservice teacher educational program.
6. Coordinates research and development activities in the school.

Thus, the basic processes which comprise the mainspring of the IIC's actions are planning, coordinating, implementing, and evaluating (Klausmeier et al., 1977, p. 29).

The position of unit leader is the one new post which is established in the multiunit school. This person has responsibilities as a member of the IIC, as the leader of an I & R unit, and as a teacher. "These responsibilities are instructional, not administrative or supervisory" (Klausmeier et al., 1971, p. 37).

The SPC, at the third level in the multiunit organization, requires considerable flexibility so that it melds, rather than contends, with other districtwide structures. The SPC is responsible for establishing the functions for each IGE school, recruiting personnel, providing materials, and supervising distribution of necessary information throughout the district. It is chaired by the school superintendent or an appropriate designee and includes representative central office consultants, principals, unit leaders, teachers, and parents or citizens (Lipham and Fruth, 1976).

The second component of the IGE model, instructional programming for the individual student, is designed so that each student's beginning level of performance, rate of progress, style of learning, motivational level, and other characteristics are taken into account in conducting the educational program of the school (Klausmeier, et al., 1977, p. 15).

Evaluation for educational decision making, the third component, ensures that evaluation processes relating to the essential functions of the school converge critically on instructional programming for the individual student (Lipham and Fruth, 1976).

The four main attributes which curricular materials should incorporate, whether developed for IGE or any other instructional system, are that they be accurate and reliable, learnable by the students for whom prepared, teachable, and suitable in terms of cost, attractiveness, and the amount of in-service teacher education required (Klausmeier, 1975). The fourth component of the model, curricular materials compatible with IGE, reflects these requirements.

The fifth component of the IGE model spells out the fundamental importance of an active program of home-school-community relations. Three general aims of such a program are that the staff is aware of available resources and is responsive to the educational expectations of the community, parents, and students; the community parents and students are aware of and responsive to the requirements for implementing IGE; and both staff and community are involved in the changeover and refinement of IGE (Lipham and Fruth, 1976).

So that each school becomes increasingly self-renewing, human and material resources which comprise the supportive and facilitative environments, the sixth element, must be mobilized. The facilitative environment within the school, the multiunit structure, provides resources needed for learning and instruction. Linkages and relationships must be established and sustained in the larger environment in which the school is set--that is, between the school district and other school districts, the state education agency, teacher education institutions, and such groups as teacher associations and parent organizations (Sorenson et al., 1976).

The seventh and final component of IGE is that of continuing research and development. Because IGE is a dynamic system which must change and continually improve, research to generate knowledge and theory dealing with its various components is necessary. This component is designed to enable IGE schools to incorporate changes and improvements in instructional materials and newly developed teaching methods and procedures.

## The Implementation of IGE

Individually Guided Education as a significant change in education requires a thorough understanding of that change on the part of everyone affected (Klausmeier et al., 1977). A five-phase model has been developed to provide guidelines for the implementation of IGE:

Awareness Phase. In this phase, school district decision makers are given overview information about IGE in order to stimulate them to adopt IGE and information regarding required school district commitments and how to gain those commitments in order to make the decision to adopt IGE.

Commitment Phase. In this phase, school district decision makers compile the necessary information and secure the necessary commitments, approvals, and cooperation of the potential IGE schools' staffs, parents, community groups, and school boards. At the end of this phase, a decision to adopt or not to adopt is made. To assist school personnel in influencing the decision to adopt, school district decision makers are provided with information describing IGE, cost factors, evaluation results, commitments of the implementation agency, and commitments of the school district. The decision to adopt IGE is usually formalized with a written agreement between the school district and an implementation agency.

Changeover Phase. In this phase, which follows the decision to adopt IGE, the school staff is prepared to make the changeover to IGE. First, the principal and unit leaders are identified, receive instruction regarding IGE concepts and practices, and develop plans for the first year. Second, the principal and unit leaders with the assistance of an implementation agency instruct the staff of their school in IGE concepts and practices after which the school staff develops specific plans for the first year. Third, the school staff participates in ongoing first-year staff development.

Refinement Phase. After schools have begun implementing IGE they find that new understandings and skills are required to refine their implementation efforts. The need for such refinement emerges out of the fact that the principal, unit leaders, and teachers are expected to perform their responsibilities in a new organizational setting and the Instructional Programming Model requires unit leaders and teachers to plan and carry out instruction in a manner quite different from the way many of them have done in the past.

Renewal Phase. Built into the system of IGE are the means for individuals and agencies cooperating in the implementation of IGE to identify and resolve unanticipated problems, develop improved ways of implementing the concepts of IGE, and prepare successive generations of personnel to fill IGE roles in the various agencies. These conditions can be realized when state IGE networks become fully functional with agencies assuming their appropriate roles (Evers et al., 1975).

The schools used in this study had been IGE schools for periods ranging from four to eight years. They were therefore considered to be in the refinement and renewal phases of implementation. The theoretical precursors of these phases will be explicated by reviewing the literature on change theory.

## Theories of Change

Through time the change process has been explained by theorists in terms of five models, each one attempting to improve upon what were considered to be the shortcomings of its antecedents.

### The Problem Solving Model

Six common phases of this model which were identified by Jung and Lippit (1966) are identifying the problem, diagnosing the problem, retrieving related knowledge and discussing its implications for overcoming the problem, forming alternatives to action, testing the feasibility of the alternatives, and adopting and implementing the alternative. The application of this model has usually been to individual schools or classrooms as "it views the user of an innovation as a client to be helped in a collaborative setting, emphasizing the design of solutions to solve unique problems and the training of local staff to solve future problems" (Sorenson et al., 1976, p. 43). The sixth phase of this strategy, adopting and implementing the selected alternative, is related to the refinement phase of the IGE implementation model.

### The Research, Development and Diffusion Model

This approach to the process of change developed because it was recognized that common problems existed across institutions and organizations.

Initially conceived as a three phase model--research, development and diffusion--a further phase, adoption, was added by Hencley

(1967) who recognized that diffused changes were not being accepted by practitioners. This fourth phase, adoption, "includes trial, installation and institutionalization. . . . The institutionalization component assumes that assimilation and acceptance will follow over time" (Sorenson et al., p. 48).

The thrust of this strategy is toward user acceptance of predetermined solutions to problems. Because change is imposed its weakness lies in the relevance and diffusion of research findings. Paul (1974) discovered, however, that diffusion of an innovation, IGE, is enhanced if the linkages are dynamic, the coordinating structures are clear and the resource capabilities are greater between and among IGE state networks. The institutionalization segment of the adoption phase relates directly to the refinement phase of the IGE implementation model.

## The Social Interaction Model

In this model specific focus is on the user of the change and the environment in which it is to take place. Havelock (1973) believed that informal, direct, peer contact, group membership and opinion leadership in the user's own organization influenced change. Emphasis is therefore "placed on the patterns by which innovations diffuse through a social system" (Havelock, 1973, p. 159). House (1972) also argued that innovations were institutionalized in a school because of the social interaction network within the school. The five phases of this model are: awareness of an innovation; interest in an innovation; evaluation of an innovation's appropriateness; trial of an innovation;

and adoption of an innovation (Havelock, 1969).

The social interaction approach requires awareness of the source of information about the innovation and that new ideas originate from opinion leaders with outside sources of information (Sorenson et al., 1976). Informal leaders and person-to-person contacts become important factors in influencing others and contributing to the diffusion of innovations. In a study of IGE schools, Goodridge (1975) found that the principal is the key opinion leader in the decision to adopt IGE as an innovation. The adoption stage of the social interaction model corresponds with the changeover phase of the IGE implementation model.

## The Linkage Model

Havelock (1973, p. 165) derived the concept of "linkage" in attempting to build a synthesis of the previous schools of thought each of which is seen as "elucidating different but equally important aspects of a total process." The user's internal problem-solving process is the essential starting point, but great attention is given to assembling outside knowledge, and the necessary empathy which must exist between the user and the outside resource person (or system) if helping activities are to be coordinated. The user, in turn, must be able to understand the research, development, and evaluation activities of the resource system. Through collaboration and mutual trust relevant and effective solutions ensue and channels through which innovations can pass efficiently will be opened. The resource person is linked also to remote expert services. Thus, the user linkage relationship to outside sources is particularly meaningful because of the chain of knowledge which is developed.

Paul's (1974) study, which examined the diffusion of the IGE innovation through interorganizational linkages, found that IGE diffusion was assisted if nearby agencies and institutions were knowledgeable about IGE and had the capacity to offer support. The linkage strategies which this model generates between researchers, developers, and practitioners is relevant to all phases of the IGE implementation model, but particularly to the stages of refinement and renewal common to the schools in this study.

## The Organizational Development (OD) Model

This model of change has recently received attention and support from educational change theorists. It can be defined as "a planned and sustained effort to apply behavioral science for system improvement, using reflexive, self analytic methods" (Schmuck and Miles, 1971, p. 2).

Any OD intervention can be classified according to problem (e.g., communication, climate, leadership), focus of attention (e.g., person, team, total organization), and mode of intervention (e.g., training, problem-solving, confrontation). Intervention was defined by Cunningham (1962) as an action concept, taking "the form of modifying and possibly halting existing patterns of behavior within social systems, or introducing new patterns of behavior within social systems."

An invited outside consultant usually plans the intervention, working closely with the staff to train them in problem solving to assess, diagnose, and transform the structure and processes of their own organization. Change is therefore deliberately planned, with emphasis upon interaction among organizational members using the help of experts to improve the innovation producing ability of their own system (Schmuck and Miles, 1971).

While OD has implications for all phases of the IGE model its most pertinent application is to the renewal phase.

This section outlined the model which is being used to implement IGE. Five major change theories were then summarized and related to the phases of implementation in the schools being investigated in this study.

## Theory and Related Literature

The theoretical and conceptual foundations of this study include IGE concepts, social systems theory, group dynamics theory, leadership theory, and decision theory. The IGE literature gave the research its particular focus. Social systems theory provided the unifying framework which enables group behavior to be analyzed in the context of the relationships between and among the individuals who comprise it, as well as the role expectations held in the IGE school. Group dynamics theory provided the constructs to be used for analysis of the processes and characteristics of group members' interactive patterns. Leadership theory disclosed leader behavior categories for the investigation of the principal's leadership on the IIC. Decision theory enabled cooperative decision making in IICs to be analyzed.

### The Multiunit IGE Structure

The multiunit structure is designed to facilitate instructional programming for the individual student, to increase interpersonal and group interaction within the school, and to enhance relationships between the school and its larger environment (Lipham and Fruth, 1976).

The IIC, a new structure at the building level, is designed to increase interpersonal and group interaction within the school. It is a key decision-making group which generates the basic processes of schoolwide planning, implementing, evaluating, and reporting (Klausmeier et al., 1977). Examples of the detailed responsibilities of the IIC (Klausmeier et al., 1971) are that it is the mechanism and structure through which the principal exercises leadership; it takes initiative for formulating and coordinating the educational program for the building, consulting with, and obtaining information from staff teachers; it is the forum where the principal, as chairperson and compiler of the agenda, shares decision making on vital matters to be implemented; it deals primarily with planning and coordinating functions related to instruction; it seeks assistance in decision making from specialist teachers and consultants from both inside and outside the school; it provides opportunities for parents to be brought into meetings to convey values information and feelings, and to discuss the educational and instructional programs; and it establishes a pivotal role for the unit leader as facilitator of communication within the unit, between the principal and the unit, and between the units.

Membership both in the I & R unit and on the IIC makes the unit leader an important linkage agent in communicating decisions, information and concerns between the levels (Lipham and Fruth, 1976). In performing this function she/he speaks, not as an individual, but as the designated representative for the I & R unit (Sorenson et al., 1976). As the representative of the group, the unit leader must find out what problems the staff teachers consider only tentatively settled in their minds, which suggestions may be acceptable, and what actions the group wants taken (Thelen, 1970). She/he must also represent the IIC by communicating its decisions to unit staff and students, consultants, parents, and others affected by the decision. The unit leader's representation function should therefore provide teachers the hitherto unavailable opportunity to influence important decisions which bear upon their day-to-day duties. Representation was a key variable investigated in this study.

The role of the principal in this multiunit organization is changed in both leadership and administrative dimensions. By sharing decision making in the IIC, the principal and staff can devote productive time to the instructional program. In addition, there are sharpened responsibilities for staff recruitment, evaluation and development; for relationships with outside personnel and educational groups; and for home-school-community relationships (Lipham and Fruth, 1976).

Several studies completed at the Wisconsin Research and Development Center relate to the specific aspects of the multiunit school which this study addresses--the functions, processes and relationships in the IIC, and the representation function of the unit leader.

In a working paper, Pellegrin (1969) concluded that the unit leader's role combines instructional leadership and administrative responsibilities. Many duties ordinarily performed by principals are turned over to the unit leader who has become a significant person in the influence hierarchy.

Smith (1972) sought to determine those variables associated with operationally effective IIC's, using instruments designed to measure leadership behavior, interpersonal relations, and IIC effectiveness based upon involvement in prescribed tasks. He found IIC effectiveness to be related to principal behavior which clearly defined the leader's role and that of the other members; showed regard for the comfort, well-being, status, and contribution of other IIC members; and demonstrated compatibility with the IIC members. Other variables which, when interrelated, significantly related to IIC effectiveness included IIC member compatibility, the IIC which met longer each month, the IIC which had fewer members, and the IIC in which the chairperson did not dominate the other members. IIC effectiveness was found to be not significantly related to the amount of time spent meeting together each month.

An empirical analysis of the unit leader's role was conducted by Sheridan (1974) using the Unit Leader Role Analysis, an instrument which he developed from an analysis of the literature and practices in IGE schools. Factor analysis of the results isolated four significant dimensions of the role, one of which, intraorganizational relationships, has relevance to this study because it includes items concerned with establishing and maintaining relationships with the IIC. Sheridan found that principals, teachers, and unit leaders held differing expectations for the unit leader role on tasks dealing with intraorganiza-relationships. Some lack of mutual understanding existed regarding the tasks the unit leader should be expected to perform. Instrument items concerned with the role to be played in facilitating communication are considered to be closely akin to the variable, representation, which this study examines.

Nerlinger (1975) examined the relationships between the IIC's involvement in decision making, the representation of teachers on the IIC, and the effectiveness of the I & R unit. She concluded that unit leaders were perceived by teachers as moderately representing them in conveying their concerns, insights, and other information to the IIC. Teachers did not perceive themselves as being involved in the decision-making process.

Wright (1976) constructed and tested an instrument to measure the perceptions of teachers regarding the structures for making decisions and the level of involvement of teachers in making potent decisions in IGE schools. Major findings of this study were that teachers perceived themselves as having some involvement in making potent decisions of schoolwide scope; the IIC was not functioning widely as a decision-making structure; and principals were seen as making more potent decisions than was ideal. With respect to the last finding, Loose (1973) discovered that the IIC was not carrying out the participative decision-making functions of the model, as principals continued to make a majority of the decisions. Her study also revealed that curriculum decisions in the school were receiving less attention than were management decisions dealing with scheduling and communicating district policies.

## Social Systems Theory

Social systems theory was developed by Getzels and Guba (1957) "through a hypothetico-deductive analysis of Talcott Parsons' suggestion that the structure of an organization may be analyzed from the point of view of the sub-organizations or roles which participate in the functioning of the total organization" (Sweitzer, 1969, p. 167). The theory was applied to educational administration (Getzels, Lipham, and Campbell, 1968) wherein it provides a powerful tool for analyzing group behavior. The social systems model in its usual form (Figure 3) depicts social behavior as a function of the social system in which the individual operates. The model can be used to explain the relationships between the expections of the institution (nomothetic dimension), and the personality dispositions of the individuals (idiographic dimension) involved in the social environment because the dimensions of the phenomena are independent and at the same time interactive (Getzels et al., 1968).

The school may be conceived of as a social system. In this study the units of analysis are the IGE schools, so classified because of the way each meets the institutional requirement of its constituent role and the accompanying expectations as prescribed by the IGE model. To understand and predict the observed behavior in these schools it was first necessary to understand the nature and interaction of the elements which comprise the social system. These are "the institutions, having certain roles and expectations that will fulfill the goals of the system; and the individuals, having certain personalities and need-dispositions, who inhabit the system. The social behavior of

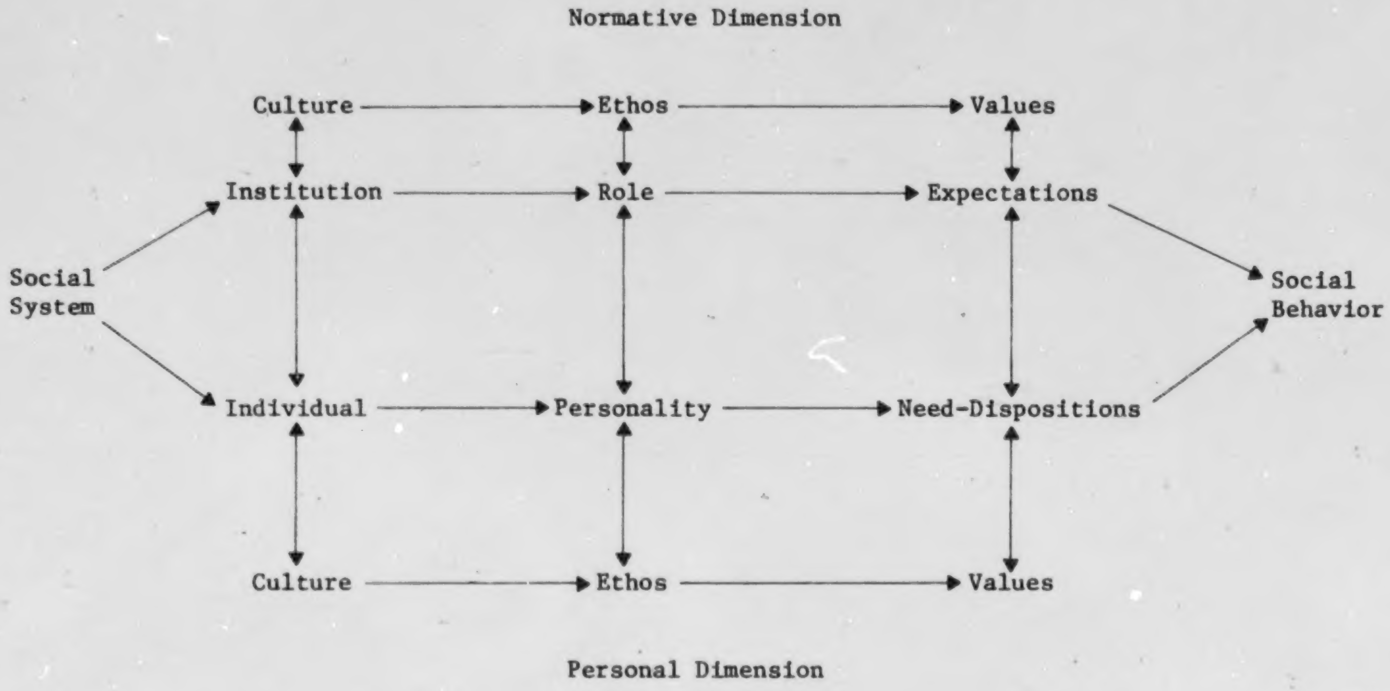


Figure 1.3. General Model of the Major Dimensions of Behavior in a Social System.

Based on: Jacob W. Getzels, James M. Lipham, and Roald F. Campbell, Educational Administration as a Social Process (New York: Harper and Row, 1968), p. 105.

those inhabiting the system may be understood as a function of these major elements" (Lipham and Hoeh, 1974).

This study focused on the IIC, a social system in itself. Thus, the IIC has its nomothetic dimension containing constituent roles and accompanying expectations; and it also contains an idiographic dimension composed of individuals, their personalities and their need-dispositions. The individuals, who comprise the idiographic dimension of the the IGE schools are all or some of those who comprise the same dimension of the schools' work groups, e.g., the IIC. This interpretation of the nomothetic and idiographic dimensions can be understood, by the inclusion of an intermediate transactional dimension (Figure 4).

> This transactional dimension is a "blend" of the other two dimensions and is composed of the elements of group, climate and intentions. The term transactional was used to communicate the assumption that the processes within a social system may be seen as a dynamic transaction between roles and personality, and that the phenomenon of behavior includes both the socialization of personality and the personalization of roles. . . . It describes a deliberate attempt to be thoroughly aware of the limits and resources of both institution and individual, and to apply the two as a particular problem may demand (Sweitzer, 1969, pp. 168-179).

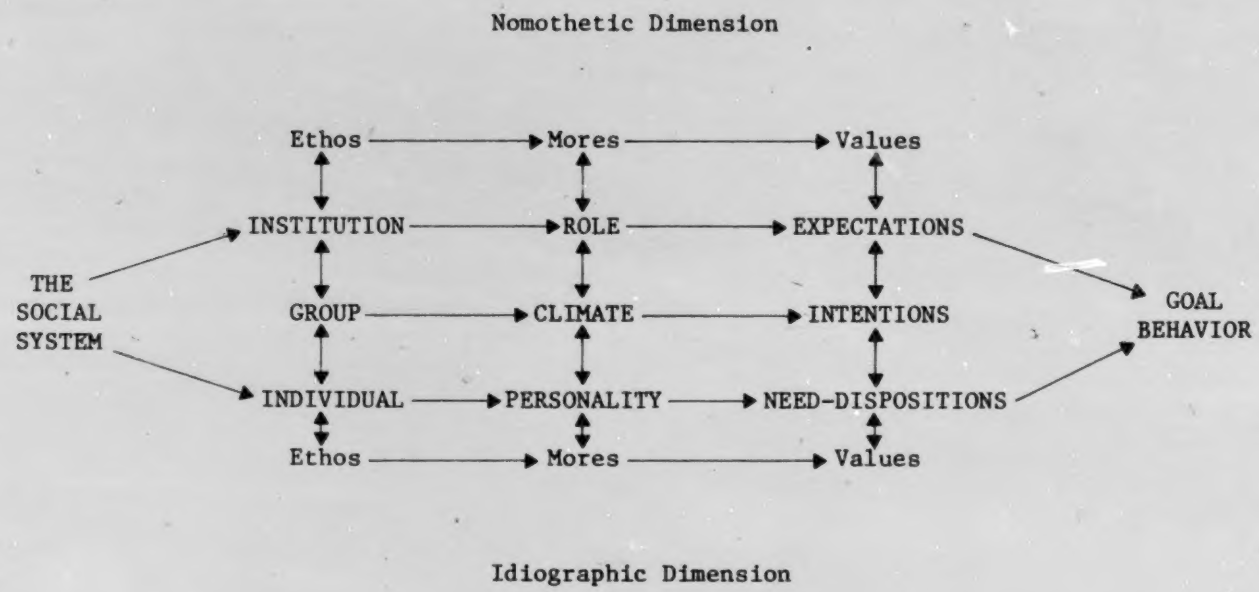


Figure 1.4. Model of the Dimensions of a Social System Including the Transactional Dimension.

Based on: R. Sweitzer. An Assessment of Two Theoretical Frameworks. In F. D. Carver and T. J. Sergiovanni (eds.), Organization and Human Behavior: Focus on Schools (New York: McGraw-Hill Book Company, 1969).

## Group Dynamics Theory

Group dynamics is a broad field of inquiry dedicated to advancing knowledge about the nature of groups, the laws of their development and their interrelations with individuals, other groups, and larger institutions (Cartwright and Zander, 1968, pp. 17-19). Some writers prefer to use the term processes because dynamics is sometimes used to convey rather unclear or mystical entities (Luft, 1970).

With regard to use of the term process, Thelen (1970) defined group processes as having to do with the quality of the group experience--an experience in which the characteristics of individuals, the nature of the problem, the limitations of time and freedom of action by the institution, and such "group" factors as morale, expectations, and conceptions of the kind of group the members think it is, are paramount.

A group of the type investigated in this study has been defined by various writers. Bass (1970, p. 34) defined it as "two or more persons who are interacting with one another in such a manner that each person influences and is influenced by each other person." Homans (1950, p. 1) defined a group as "a number of persons who communicate with one another often over a span of time, and are few enough so that each person is able to communicate with all the others, not at second hand, through other people, but face-to-face."

Group size, therefore, is an important factor but theorists are not in substantial agreement about this. The general position, summarized from Shepherd (1964, p. 5), is that for small groups of two or three, personal feelings tend to be more emphasized than in large groups, so groups of four or more members are desirable. The upper limit is difficult to specify, but most small groups studied have had no more than twenty members, and usually fewer than fifteen. There is a point in group size where its members establish formal rules and regulations, and the group becomes more like a formal organization than a small group. "The group should be large enough for group characteristics to develop and become stable, but small enough so that members feel a sense of common identity and mutual awareness." Hare (1963), Gorman (1963), and Brown (1954) all believed that a small group should range between five and ten in number.

In group dynamics there is no generally accepted basic set of variables and constructs having clear empirical and conceptual meanings (Cartwright and Zander, 1968). For this study, therefore, the group dynamics literature was perused and the following variables chosen because each was well documented and researched, and believed relevant to this study.

Group Cohesiveness. Group cohesiveness is characterized by togetherness which enables goals to be reached quickly and economically, better than average communication between group members, and permissiveness as to individual work methods (Reeves, 1970); and a dynamic relationship between members who are willing to interact and make resources available to complete tasks (Davis, 1970). It is defined as the sum of all the factors influencing members to stay in the group (Johnson and Johnson, 1975). The four major approaches to the measurement of group cohesiveness which have been accepted are interpersonal attraction among members, evaluation of the group as a whole, identification with the group, and expressed desire to remain in the group (Cartwright and Zander, 1968, pp. 92-94).

Group Norms. Every group develops its own norms which are the kinds of behavior that are expected of, and policed by, members of the group in order to realize its goals (Hare, 1963). Some norms are formal in that they are written and have a regulatory effect on group output, while many are informal arising from personal interaction over time so that "task performance is derivatively dependent upon that interaction" (Davis, 1970, p. 100). Formal and informal norms as defined will be investigated using interview and observation protocols.

Communication. Communication plays a major role in the group process, being influenced by and simultaneously influencing other dynamic variables in the group (Patton and Giffin, 1973, p. 116). According to metacommunication theory (Luft, 1970), any communication conveys both content and information as to how the content is to be taken. How the content is to be taken is strongly influenced by the relationship of people who are communicating. Katz (1970, pp. 249-258) allowed that physical barriers to adequate communication in groups and between groups are rapidly disappearing but believes that psychological barriers to communication are of such strength that the whole problem of social communication between individuals and groups needs to be re-examined. Some of the specific problems he discussed were the imperfection of language because as a living process it has other functions than accurate communication; the differences in experiential background of those attempting to communicate; the distinctive jargon which seems to develop in every walk of life; and stereotyping which carries heavy emotional loading which is resistant to fact and logic. Communication can also be nonverbal in that messages can be conveyed by "body movement and posture; voice tones, rhythms and inflections; and gestures and other expressions, particularly of the face" (Luft, 1970, p. 58). Leavitt (1964, pp. 268-287) suggested four dimensions of communication which formed the basis of the interview and observation protocols, and content analysis of the meetings, agendas and minutes of the IICs studied. His four dimensions were content of communication, noise (things that interfere with transmission), communication network (verbal and written), and direction of communication. With regard to content of communication, this was investigated according to the six functions basic to the operation of an IIC. Noise has been described as inattention, misunderstanding of words, repetition of information and personal needs satisfaction using such tactics as story telling, credit seeking and blustering. Communication network was summarized as the structure within the group which sets limits on its performance. Direction of communication made the important distinction between one- and two-way communication. The two-way communication process is more accurate and engenders greater feelings of certainty for the receiver, "but involves some psychological risks to the defenses of the sender" (p. 128). "One way communication is not likely to be communication at all; it is more likely to be talk" (p. 125).

Task Structure. The performance effectiveness of a group depends to a large degree on whether the tasks the members are to perform are structured or unstructured. In the IIC, the principal as the agenda builder can structure those tasks which require it, thus assisting the group to bring them to mutually acceptable conclusions. The unstructured task provides the leader with much less effective power than does the highly structured task. The task structure dimension was made operational by Fiedler (1968, p. 369) who used four of the aspects Shaw (1962) proposed for the classification of group tasks: (a) decision verifiability, the degree to which the correctness of the solution can be demonstrated objectively; (b) goal clarity, the degree to which the task requirements are clearly stated or known to the group; (c) goal path multiplicity, the degree to which there are many or few procedures available for performing the task; and (d) solution specificity, the degree to which there is one rather than an infinite number of correct solutions.

By observing meetings and asking IIC members about the complexity of the tasks carried out, data were recorded about the structuring of tasks by principals in order to assist the group to bring certain tasks to mutually acceptable conclusions.

Group Style. A construct, group style--whether the group is dynamic or static--was proposed for this study, based upon Hage and Aiken's (1970) four organizational means variables, complexity, centralization, formalization, and stratification. These were defined as follows (Lipham and Hoeh, 1974):

1. Complexity (specialization)--the number of occupational specialites and level of training required.
2. Centralization (hierarchy of authority)--the proportion of jobs that participate in decision making and the number of areas in which decisions are made by the decision makers.

3. Formalization (standardization)--the proportion of jobs that are codified and the range of variation allowed within jobs.
4. Stratification (status system)--the differences in income and prestige among jobs and the rate of mobility between low- and high-ranking jobs of status levels.

The composite of behaviors enabling a group to be classified as dynamic or static was obtained by asking questions and probes derived from the Principal Leader Behavior instrument (Gramenz, 1974) about the variables of centralization, formalization, and stratification. Complexity was investigated in terms of the use of experts from both inside and outside the group to assist with decision making, because the IGE school enables staff specialties to develop and uses these specialties and those of outsiders to assist with decision making.

Centralization was investigated on the basis of items from Herrick (1974) which measured the frequency with which IIC members participated in decision making because there are a limited number of social positions in elementary schools. Formalization was investigated on the basis of Hage's second indicator, the range and variation of job performance. The measure of stratification used Walter's (1973, p. 42) contention that because there are few formal rewards in elementary schools, "status and rewards are more often provided in terms of special favors such as appointment to committees or first choice of new equipment."

An IIC was dynamic if it was high in complexity and low in centralization, formalization and stratification; it was static if low in complexity and high in centralization, formalization, and stratification.

## Leadership Theory

Great man, traitist, situational and behavioral approaches to the study of leadership have been used over recent decades. The behavioral approach is the one most recently developed. Three major thrusts have emerged from it to analyze leadership behavior because it is recognized that "both psychological and sociological factors are powerful determinants . . . thereby focusing upon the observed behavior of the leader-in-situation" (Lipham, 1973).

Three distinctive behavioral styles of leadership, the normative, personal and transactional were identified in terms of social systems theory.

> The normative (nomothetic) style places emphasis upon the normative dimension of behavior and, accordingly, on the requirements of the institution, the role, and the expectations. The personal (idiographic) style places emphasis on the personal dimension of behavior and, accordingly on the requirements of the individual, the personality, and the need-disposition. The transactional style calls attention to the need for moving toward the normative style under one set of circumstances and toward the personal style under another set of circumstances (Lipham, 1973).

The Leadership Behavior Development Questionnaire (LBDQ) developed by Halpin and Winer (1957) includes two major dimensions of leader behavior--initiating structure and consideration.

1. Initiating structure refers to the leader's behavior in delineating the relationship between himself and members of the work group, and in endeavoring to establish well-defined patterns of organization, channels of communication, and methods of procedure.
2. Consideration refers to behavior indicative of friendship, mutual trust, respect, and warmth in the relationship between the leader and the members of his staff.

From the Path-Goal Theory of Leadership, House (1973) derived three leader behavior categories--instrumental, supportive and participative. The instrumental and supportive leadership factors consist primarily of items taken from the LBDQ, and the participative leadership factor consists of items developed by House. These three important categories are defined as follows:

1. Instrumental leadership--behaviors which define roles and relationships, stress rules and regulations, schedule work to be done, stress standards of performance, and explain why tasks should be done.
2. Supportive leadership--behaviors which build interpersonal relationships, make it pleasant to be a member of the group, help others in overcoming problems, and facilitate change.
3. Participative leadership--behaviors which include working directly with others, listening to what subordinates say, asking for suggestions, and involvement of others in making decisions.

In this study, leadership was described as the behavior of any member of the group, but usually the designated leader, who influences the other members to perform in a manner which will help the group reach its goals, maintain itself in good working order, and adapt to changes in the environment (Johnson and Johnson, 1975, p. 18). As the status leader of the IGE school, the principal is "a group member with special functions which include liaison between the group and status superiors, development of group members in specific leadership functions, and aid to the group striving to satisfy its needs" (Gorman, 1973, pp. 12-16). As leader of an innovative school one must pay appropriate attention to relationships with superiors, e.g., district office, and help the unit leaders to develop in their newly created positions. Gorman warned that over-concern for the leader-in-situation approach should not distort the importance of such leadership characteristics as "empathy, ability to become a member of the group while maintaining a respect for status position, consideration, emotional stability, intelligence, competence, consistency, self-confidence and ability to share leadership." He also felt that the placing of large responsibility with group members before their ability and readiness for the task has been assessed courts confusion, hostility, and failure.

In this study, the principal's leader behavior was analyzed using participant observation techniques. House's (1973) three factors were considered appropriate, so interview and observation protocols were developed from the Principal Behavior Description instrument (Gramenz, 1974) which used House's three scales.

In a study of the leader behavior of principals in IGE schools, Gramenz (1974) found that there were significant differences between the perceptions of principals and unit leaders with regard to the ideal instrumental leader behavior of principals. Mendenhall (1977) recently found that principal leader behavior (support, goal emphasis, and work facilitation) was positively related to teacher job satisfaction, but that unit leader behavior and teacher job satisfaction were not so related.

### Decision Theory

Many writers have emphasized the centrality of decision making in the administrative process. It is a central responsibility of the principal (Lipham, 1974). Linear, rational models for decision making were posited by Griffiths (1958) and Dill (1964), and Lipham (1974) subsequently developed a systems oriented model of decision making which he defined as "a process wherein an awareness of a problematic state of a system, influenced by information and values, is reduced to competing alternatives among which a choice is made based on perceived outcome states of the system" (p. 155). The six stages in the model (Lipham, 1974) can be summarized as follows:

1. Identifying the problem: defining and establishing priorities for the decision to be made.
2. Setting the decision criteria: determining what information and values are relevant to the decision.
3. Obtaining information: utilizing appropriate mechanisms to collect, summarize, and deliver the required data at the appropriate time.
4. Formulating alternatives: relating the data to the decision criteria.
5. Making the decision: choosing an alternative.
6. Implementing the decision: assessing progress and outcomes.

In the school situation, Gregg (1957) contended that persons affected by decisions should have a part in making them. The multiunit organizational structure was specifically designed to maximize meaningful, mutual participation in the decision-making process. It is a basic distinguishing characteristic of the multiunit IGE school (Lipham and Fruth, 1976). Shared decisions make it possible for the staff to be importantly involved while the ultimate authority remains with the principal (Gregg, 1957, p. 280). The principal must identify the appropriate level of staff involvement, while at the same time responding to staff expectations for the assumption of responsibility. The staff may feel at a loss when the principal does not exercise sufficient authority and assume responsibility (Lipham and Fruth, 1976, p. 57). Four methods of group decision making have been suggested by Holmquist (1976, pp. 108-110) who investigated and described decision-making processes in IGE schools. In this study, these were used to categorize observations made and answers given to questions about how decisions were made in the IIC:

1. Unilateral--made by the leader of the group.
2. Consensus--agreement by yea-saying, or gesture.
3. Consensus--agreement indicated through silence.
4. Vote--the binding democratic process.

In addition, questions were formulated concerning satisfaction with how decisions are made and with the actual decisions made. Respondents' perceptions were also sought as to whether the shared decision-making process was ever ineffective.

With regard to the decision-making process in IGE schools several studies have been conducted at the Wisconsin Research and Development Center. Walter (1973) found that multiunit schools were less centralized in their decision-making process than were non-IGE schools. Herrick (1974) concluded that teacher job satisfaction was lower when there was a high degree of centralization of decision making. In both the Walter and Herrick studies, the measure of centralization was concerned with the extent to which the right to make decisions related to control of organizational resources and job related activities had been delegated to teachers. Nerlinger (1975) found teachers to perceive themselves as being more represented than involved in the decision-making process. Wright (1976) discovered teachers to have a high level of involvement in potent decisions at unit level but a low level of involvement in matters of schoolwide or extra-school scope. Feldman (1976) concluded that unit teachers' perceptions of their extent of involvement in decision making and their perceptions of satisfaction with decision making were both related to job satisfaction.

## Statement of the Problem

The purpose of this study was to observe and describe organizational and personal influences, from both inside and outside the school, on the dynamics of group decision making in the IIC. The following were examined: the processes involved; the types of decisions made; the levels of satisfaction felt by IIC members; the representation behavior of unit leaders; and the principal's leader behavior. Certain organizational and personal variables were posited for exploration, others were discovered, and relationships between and among them investigated.

To date most research regarding the multiunit IGE school has used empirical approaches, emphasizing questionnaires and self-report instruments. This research used field study methodology to achieve the following outcomes:

1. Insights gained into the group dynamics of shared decision making were used to improve the functions, processes, and relationships of IICs.
2. Refinements to the multiunit IGE model were synthesized and suggested.
3. Relationships between important variables were suggested and implications for further research stated.

The following questions concerning the IIC were investigated:

1. What are the organizational variables which influence the group dynamics of the decision-making process of the IIC?
2. What individual variables influence the group dynamics and the decision-making process of the IIC?
3. What group dynamics contribute to the satisfaction of IIC members with the process of decision making and the decisions made?
4. What is the impact of the principal's leader behavior on the decision-making process of the IIC?
5. Do unit leaders accept and fulfill the representation function?

## Significance of the Study

IGE, an educational change of considerable magnitude, was started more than a decade ago. Time and effort was required on the part of the developers and the early adopters to demonstrate its efficacy as a viable alternative to the existing age-graded, self-contained classroom form of school organization. A major milestone in the spread of IGE was its selection by the United States Office of Education for nationwide implementation in 1971. The Wisconsin Research and Development Center was funded by federal agencies to carry out a comprehensive implementation effort from 1971 through 1974 and to a lesser degree from 1974 through to the present by the National Institute of Education.

A five-phase model guided this implementation--awareness, commitment, changeover, refinement and renewal.

Throughout this period of development and adoption of IGE, studies were carried out, essentially in the empirical mode, examining leadership, decision making, and other role behaviors at various levels in the IGE schools. The information gained along with organizational theory was intended to be used to refine the multiunit school structure.

In 1974, advisors for the National Evaluation Committee of the Wisconsin Research and Development Center suggested several directions which future research should take to further this end. Among these were:

- Emphasis on analysis of decision making and reduced emphasis on role studies.
- Emphasis on in-depth case study or intensive comparative studies in a limited number of schools in preference to surveys and broad sampling studies.
- Less reliance on questionnaires and standardized instruments and more on interview and observation techniques.

In terms of the above suggestions this study was designed to investigate the decision making of IICs in a number of IGE schools which are in the refinement and renewal phases of the implementation model.

The outcomes of the research should make a significant contribution to:

1. Group dynamics especially as to its variables and their relationships as they effect shared decision making in the IIC.
2. Decision theory in that it will bring the nature and inherent difficulties of shared decision making in cabinet type groups like the IIC into larger focus.

3. The refinement and renewal phases of IGE implementation in that the variables and their relationships which impinge on these will be investigated.

4. The IGE model in that it will be examined for possible refinements which might be synthesized and suggested.

5. A better understanding of the quasi-administrator role and representation function of the I & R unit leader.

6. Understanding the changed leadership role of the principal as it related to the dimension of shared decision making, and the increased organizational complexity which typifies the IGE school.

## Overview of the Study

Chapter I contained an introduction to the study and sections in which the system of IGE was described and its implementation was discussed with reference to related theories of change. A section detailing theory and related literature which impinge upon the present research followed. The statement of the problem was presented and the significance of the study was outlined.

Chapter II will cover the design and methodology of the study. Chapter III will present and analyze the data which were collected. Chapter IV will contain a summary of the study, conclusions will be presented, and implications for further research and practice outlined.

# CHAPTER II

# DESIGN OF THE STUDY

The first section of this chapter includes a discussion of the rationale for the methodology used in collecting the research data. Then follows a presentation of the criteria for selecting schools for the study and the descriptions of those schools. Next, the methods for collecting the data, including the manner of developing the instruments, are explained. The method of data analyses is then presented. The concluding section enumerates some of the limitations of the study's research design.

## Rationale for the Methodology

The purposes of this study were to describe conditions as they exist in the IICs in the sample of IGE schools and to explore and discover relationships among variables using structured and informal interviews, observations of behavior, and analyses of existing records and minutes. In conducting the study, field methodology was used to discover the relations and interactions among sociological, psychological, and educational variables in real social structures. Field studies are ex post facto and are conducted in life situations such as communities, schools, factories, and other institutions (Kerlinger, 1973). In education, field studies are concerned with the intensive analysis of an educational system such as a school district, or a subsystem, e.g., a school, an IIC, an I & R unit, or a classroom. In the application of a research approach to complex problems of human relationships, a natural picture can be obtained of the interrelations of the structures of the social system under investigation, and of the social interaction taking place (Katz, 1966).

The researcher may start out with tentative assumptions about the phenomena being studied. These may have been generated partly out of prior knowledge of the system being studied, partly from firsthand observations, and partly due to conceptual and theoretical positions held by the researcher (Lutz and Ramsay, 1974). In this study, the IIC is the educational subsystem being analyzed with regard to the group dynamics underlying the decision making it undertakes, the leadership of the principal, and the functions and relationships of the unit leader. The social interactions occurring are analyzed and described, variables investigated and discovered, and relationships among them explored.

To achieve one's aims, a researcher should make an intensive study of a limited number of representative cases (Van Dalen, 1970). These should typify the major dimensions of the phenomena being investigated. The present researcher made an intensive study of the IICs in eight IGE elementary schools. The schools were selected to ensure that the following criteria were met: major components of the IGE model were well established, the IIC met the minimum membership requirements of the model, and IIC meetings were held regularly. In addition, the following variations in schools were sought and their impact investigated: size, location (urban, suburban, rural), and the socioeconomic level and ethnic composition of the school's population.

Central to the methodology used in this study is the approach called participant observation by McCall and Simmons (1969). It involves some amount of interaction in the field with the subjects of the study, some direct observation of relevant events, some formal and a great deal of informal interviewing, some collection of documents, and openendedness in the direction the study takes. Selltiz (1966) further differentiated the observer's role as: being an active participant in the group being observed, participating minimally as a member of the group being observed, observing as a non-member of the group, or observing while remaining anonymous to some or all of the people in the group.

To collect the study data, the researcher adopted the role of non-participant observer--one who is a non-member of the group; one who does not occupy a role that would have existed had she/he not been there (Lutz and Iannaccone, 1969). Practical problems, such as cost and time, were the essential reasons for this choice since the schools were geographically dispersed. Another major consideration was that the non-participant observer is less disruptive of the groups' activities (Filstead, 1970).

As a non-participant observer, the investigator participates for a period of time in the daily life of those under observation. Interviews, either planned, structured, or casual, can be carried out; subjects can be treated as they arise; interesting leads can be pursued; and imagination and ingenuity can be given full rein. Respondents form an image of the researcher and use it as a basis for their responses

(Filstead, 1970). One gains plausibility, learns the particular language or jargon used by the group, and obtains responses to sensitive issues after the respondents' confidence is gained, and the chances of error due to misinterpretation tend to lessen. Of course, interpreting and making objective judgments about conflicting issues is possible, but description can be checked against fact. Thus, the researcher is enabled to secure the data within the medium, symbols, and experiential worlds which have meaning to the respondents (Vidich, 1968).

The procedures used in this study included an interview protocol comprising questions which sought both particular and open-ended responses about some of the variables believed to be important to the study. They also generated information regarding other important variables. An observation protocol was used which focused attention upon behavioral variables--both in the total school and in IIC meetings. Finally, a questionnaire was used which enabled the researcher to record relevant organizational and personal information and to analyze available objective records and minutes. As a companion research study describing conditions as they exist in the I & R units was being undertaken at the same time, collaboration occurred in developing parallel instruments, and in data gathering whenever possible. This cooperation enabled each other's observations and perceptions to be checked and validated, thus improving the reliability of the data collected.

## Selection of the Schools in the Study

The eight schools which participated in this study were chosen from 42 schools that had been randomly selected for previous companion research studies by Bocian (1976), Sigurdson (1976), Feldman (1976), and Mendenhall (1977). The sample for these studies came from 959 schools which had been identified from the multiunit IGE schools listed in the 1973-74 Directory of the Wisconsin Research and Development Center as having implemented IGE for two years or more. Urban representation was ensured through the use of stratified sampling procedures. The schools which agreed to participate met the following operational criteria: (1) the entire school was organized into the multiunit pattern; (2) the Instructional Programming Model (IPM) was being applied in reading and mathematics; (3) the school had active I & R units which met at least once a week; (4) the school had an active IIC which met regularly; (5) the school used multiage grouping in each of the I & R units; (6) the unit leader of the selected unit must not have been new to the unit; and (7) no more than one-half of the teachers in the selected unit could be new to the unit.

For the purposes of the present study, the selected schools met similar criteria with the exception that a unit in each of the primary and elementary sections should be fully operationalized according to the prescriptions of the IGE model. Geographic location, general socioeconomic level and the ethnic composition of the schools' population were considered when the final sample was selected so that the impact of these variables also could be examined.

Another major concern was that the chosen schools should be receptive to the research methodology used. Accordingly, the four researchers mentioned above were each asked to select and list three or four schools from among those in which they had worked that had been warm and accommodating toward receiving visiting researchers. Twelve such schools were named and from these eight were chosen to be contacted, based on the criteria. Seven of these schools displayed positive interest upon initial contact. To gain the required eight schools, another meeting the necessary criteria was contacted and agreed to be considered for the study.

A standard procedure was used by the two researchers in the initial and follow-up contacts. A telephone interview protocol was developed for this purpose (see Appendix A). During the first call, the principal was appraised of the nature of the research and, if the initial reactions were favorable, steps were taken to ensure that the criteria established to meet selection for the sample still applied to that school. If this were true, then detailed data as to the school's organizational pattern, IIC and I & R unit meeting times, and staff changes since the previous year were sought. The principal was given more information about the companion studies and was requested to discuss with the staff their possible participation in the studies. To assist with this, a statement summarizing the purposes and methodology of the studies was mailed (see Appendix B). A follow-up time was set to ascertain whether or not the school was willing to participate.

If the response were favorable, dates convenient to the school for research visitation were set. From a consolidated list of schools, dates and times of IIC and I & R unit meetings, and dates suitable for visiting, an itinerary was established. This was discussed by telephone with individual school principals before a letter of confirmation was forwarded which also outlined broadly the tasks to be undertaken during the visit (see Appendix C).

## Description of the Selected Schools

The following section includes a description of the eight schools selected for the study, and personal data on respondents. Table 2.1 gives an overview of all eight schools conveying pertinent background information. The table is followed by a multiunit organizational chart and a descriptive narrative for each school.

The organizational charts (Table 2.1 and Figures 2.1 through 2.8) are depicted using the following codes:

UL = Unit Leader

UT = Unit Teacher

HT = Homeroom Teachers, i.e., the teachers who are assigned a specific group of students for the school year

I = Intern

ST = Student Teacher

SE = Special Education

IMC = Instructional Materials Center

$N_1(XX:N_2)$ = $N_1$ is the number of teachers holding the position in the parenthesis.
XX is the status of the role.
$N_2$ is the grade level, age level (if specified) or subject the position is responsible for.

Example: 2(UT:5-6). There are two unit teachers with homerooms of students in grades 5-6.

Table 2.1

BACKGROUND INFORMATION ON SCHOOLS STUDIED

| | SCHOOL A | SCHOOL B | SCHOOL C | SCHOOL D |
|---|---|---|---|---|
| LOCATION | West | Midwest | West | Midwest |
| TYPE OF AREA | Suburban | Mid-size City | Suburban | Large Urban |
| NO. OF STUDENTS | 800 | 500 | 450 | 1130 |
| STUDENT DAY | 9:00-3:30 | 9:00-3:30 | Gr. 1-4:<br>8:45-2:00<br>Gr. 5-8:<br>8:30-3:00 | 8:55-2:30 |
| TEACHER DAY | 8:40-3:45 | 8:30-4:00 | 8:00-3:30 | 8:30-3:15 |
| UNITS | Unit Gr. Lev. No. UT<br>A1 K-2 10<br>A2 3-4 7<br>A3 5-6 7 | Unit Gr. Lev. No. UT<br>B1 K-2 7.5<br>B2 3-6 5<br>B3 3-6 5<br>B4 Spec. areas 6 | Unit Gr. Lev. No. UT<br>C1 K-1 5<br>C2 1-3 7<br>C3 3-8 7 | Unit Age Lev. No. UT<br>D1 13-15 7<br>D2 11-13 5<br>D3 11-13 5<br>D4 10-11 3<br>D5 9-10 3<br>D6 7- 9 3<br>D7 7- 9 3<br>D8 5- 7 3 |
| IIC MEMBERSHIP BEYOND UL AND PRINCIPAL | IMC director | | Aide and SE reps. | Asst. principal,<br>IMC coordinator,<br>Resource Center, Director,<br>1 adjust. staff,<br>1 counselor |
| RACIAL CONCENTRATION | White | White | Black/<br>Mex. Amer. | Black |
| ECONOMIC LEVEL | Low-middle | Upper-middle | Low/<br>low-middle | Low-middle |
| UL COMPENSATION<br>• Financial | $200 + 1 mon. salary for 1 mon. of add'l. work | None | None | None |
| • Released time | None | None | None | None |

Table 2.1 (Continued)

BACKGROUND INFORMATION ON SCHOOLS STUDIED

| | SCHOOL E | SCHOOL F | SCHOOL G | SCHOOL H |
|---|---|---|---|---|
| LOCATION | East | East | Midsouth | Midwest |
| TYPE OF AREA | Suburban | Rural | Urban | Mid-size City |
| NO. OF STUDENTS | 485 | 360 | 925 | 430 |
| STUDENT DAY | 9:00-3:00 | 8:30-3:00 | 8:15-2:45 | 8:45-3:00 |
| TEACHER DAY | 8:30-3:15 | 8:15-3:30 | 8:00-3:00 | 8:00-4:00 |
| UNITS | Unit / Gr. Lev. / No. UT<br>E1 K-2 8<br>E2 3-4 6<br>E3 5-6 8 | Unit / Gr. Lev. / No. UT<br>F1 K-2 7.5<br>F2 3-4 5<br>F3 5-6 6<br>F4 Spec. areas 5 | Unit / Gr. Lev. / No. UT<br>G1 K-4 Monoling. 10<br>G2 5-6 Monoling. 2<br>G3 4-6 Monoling. 4<br>G4 K-3 Bilingual 8<br>G5 4-6 Bilingual 6 | Unit / Gr. Lev. / No. UT<br>H1 K 1.5<br>H2 1-2 4<br>H3 2-3 3<br>H4 4-6 4<br>H5 4-6 4 |
| IIC MEMBERSHIP BEYOND UL AND PRINCIPAL | Reading tchr., librarian, tchr. rep. from each unit | | A UL leader is also asst. prin., 1 asst. UL | IMC director |
| RACIAL CONCENTRATION | White | White | Mex. Amer. | White |
| ECONOMIC LEVEL | High-middle | Low-middle | Low | Low-middle |
| UL COMPENSATION | | | | |
| . Financial | $600-$800 depending on size of unit | $800 | None | 4% of base salary |
| . Released time | None | 2 hrs. (by subs.) | None | None |

Table 2.1 (Continued)

BACKGROUND INFORMATION ON SCHOOLS STUDIED

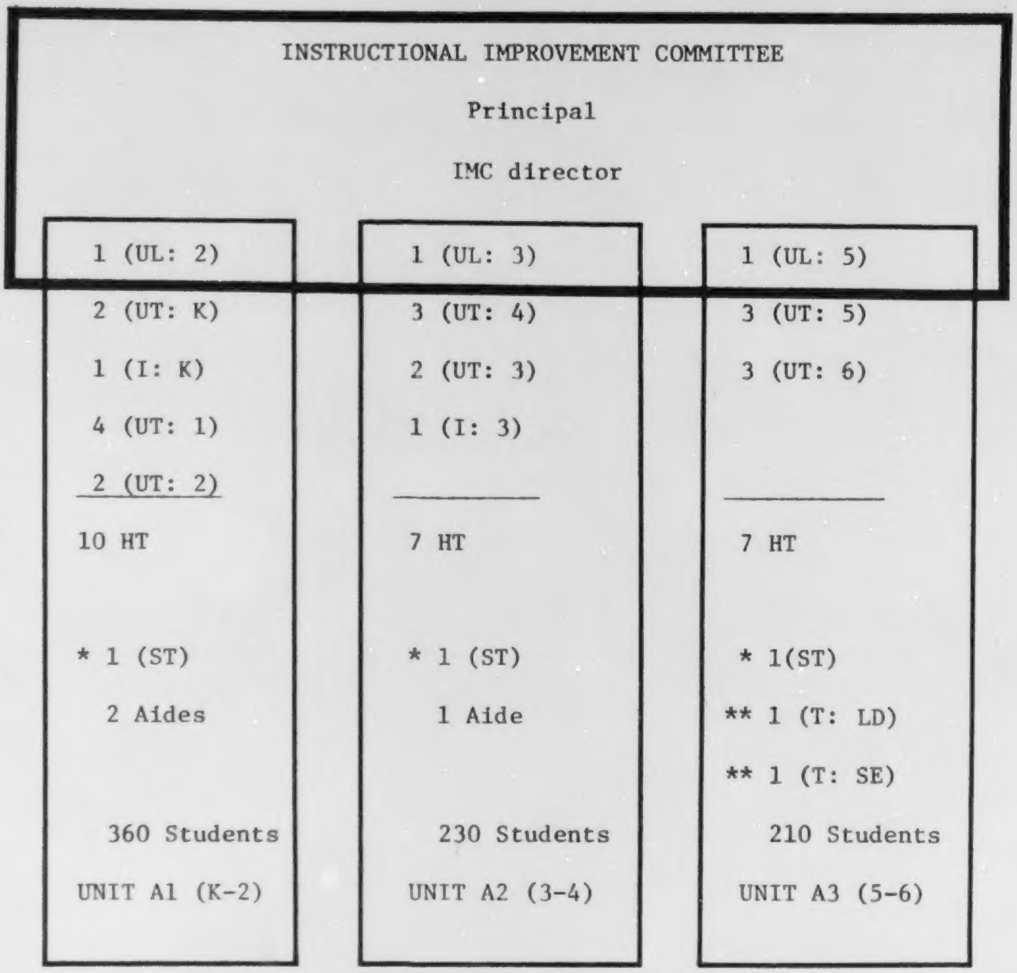
| | SCHOOL A | SCHOOL B | SCHOOL C | SCHOOL D |
|---|---|---|---|---|
| RELEASED TIME FOR TEACHERS | Early release for students | None | Students dismissed earlier on one day | None |
| SPECIAL TEACHERS | 1.0 LD<br>1.0 SE<br>1.0 IMC direc. | 1.0 Music<br>.5 Community direc.<br>1.0 Phy. ed.<br>.5 Guid. couns.<br>1.0 Art | 1.0 Speech ther.<br>.3 Sch. psyc. | 1.5 Phy. ed.<br>2.0 Librarians<br>2.0 Moderate LD<br>1.0 Educ. Mentally Handicapped<br>1.5 Adjustment<br>.5 Guidance and Enrichment<br>1.0 Music |
| AIDES | 3 aides | 5 aides | 5 aides--reg. program<br>6 aides--bilingual program | 8 aides |
| IIC MEETINGS | Weekly, Fri. 12:00-1:30 | Weekly, Thurs. 8:00-8:45 | Weekly, Tues. 3:15-4:15 | Weekly, Tues. 2:30-3:30 |
| I & R UNIT MEETINGS | Weekly, Fri. 2:00-4:00, during released time | Weekly, 8:00-8:45 | Biweekly, Wed. 1:15-3:45 during released time | Twice a week, approx. 45 min. each, times vary |
| TYPE OF BUILDING | Open concept | Open concept in pods | Separate classrooms | Separate classrooms, courtyard, closed campus |
| FACULTY MEETINGS | Bimonthly, Tues. 8:00-8:40 | 3-4 times a year | Bimonthly, Mon. 3:15-3:45 | Scheduled bimonthly |

Table 2.1 (Continued)

BACKGROUND INFORMATION ON SCHOOLS STUDIED

| | SCHOOL E | SCHOOL F | SCHOOL G | SCHOOL H |
|---|---|---|---|---|
| RELEASED TIME FOR TEACHERS | Can request 1:00 dismissal | Students dismissed early on one day | None | 1 hr. weekly provided by team of subs. |
| SPECIAL TEACHERS | 1.0 Art<br>1.0 Music<br>1.0 LD<br>1.0 Phy. ed. | 1.0 Phy. ed.<br>1.0 Art<br>.5 Speech<br>1.0 IMC direc.<br>1.0 Nurse<br>1.0 Reading | 1.0 Reading<br>1.0 Oral lang.<br>1.0 Math<br>.5 Migrant tchr. | .4 Art<br>.3 Music<br>1.0 LD<br>.2 Band<br>.2 Orchestra<br>.6 Speech<br>.2 Phy. ed. |
| AIDES | 3 aides plus 2.5 for other programs | 7 aides | 2 aides | 3 aides plus 2 noon-hour aides |
| IIC MEETINGS | Monthly, Mon. 3:15-4:30 | Weekly, Mon. 3:30-4:30 | Weekly, Wed. 2:45-3:30 | Weekly, Wed. 8:00-8:45 |
| I & R UNIT MEETINGS | Daily, 45 min. during special classes | Wed., 1:30-3:30 during released time | Twice per week, approx. 45 min. each, times vary | Mon., 1 hour during released time |
| TYPE OF BUILDING | Separate classrooms | Open concept with folding walls | Separate classrooms, open space, and portable classrooms | Open concept in pods |
| FACULTY MEETINGS | Ave. twice/mon. Mon., 3:15-4:45 | Scheduled bimonthly | Scheduled once a month | Scheduled once a month |

School A



* Present during the fall and spring quarters only.

** Attends only IIC announcement and discussion section of the unit meeting.

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Figure 2.1. Multiunit Organizational Chart--School A.

## School A

School A, of approximately 800 students, draws from a mostly white, low-to-middle-income suburban area. It is in a large school district of 51 elementary schools, 13 junior high schools and seven high schools. Six of the elementary schools have implemented IGE.

Constructed in 1973, the school building features a centrally located atrium and has three open pod areas situated in close proximity to the instructional media center and the staff lounge. Other physical facilities include a cafetorium; rooms for art, special education, and music; and a teachers' workroom.

The staff of the school comprises a principal, 22 classroom teachers, three specialist teachers, two interns, three student teachers, and three aides. Parent volunteers assist in the school in a variety of ways--"They just come and do jobs galore."

The IIC meetings are held each Friday from 12:00 to 1:30 p.m. Other unit teachers or student teachers supervise the unit leaders' homerooms during this time. Members of the IIC include the principal, unit leaders, and the IMC director who takes the minutes. At the conclusion of each meeting these are checked by a unit leader and are duplicated for immediate distribution. Faculty meetings are held when required, but the IIC is presumed to be the decision-making body of the school.

The school has three multiaged I & R units whose staffs meet for planning each Friday afternoon when students are dismissed early at

1:50 p.m. During this time, those students who wish to remain at the school are supervised by the principal and teacher aides while they watch a full length feature film.

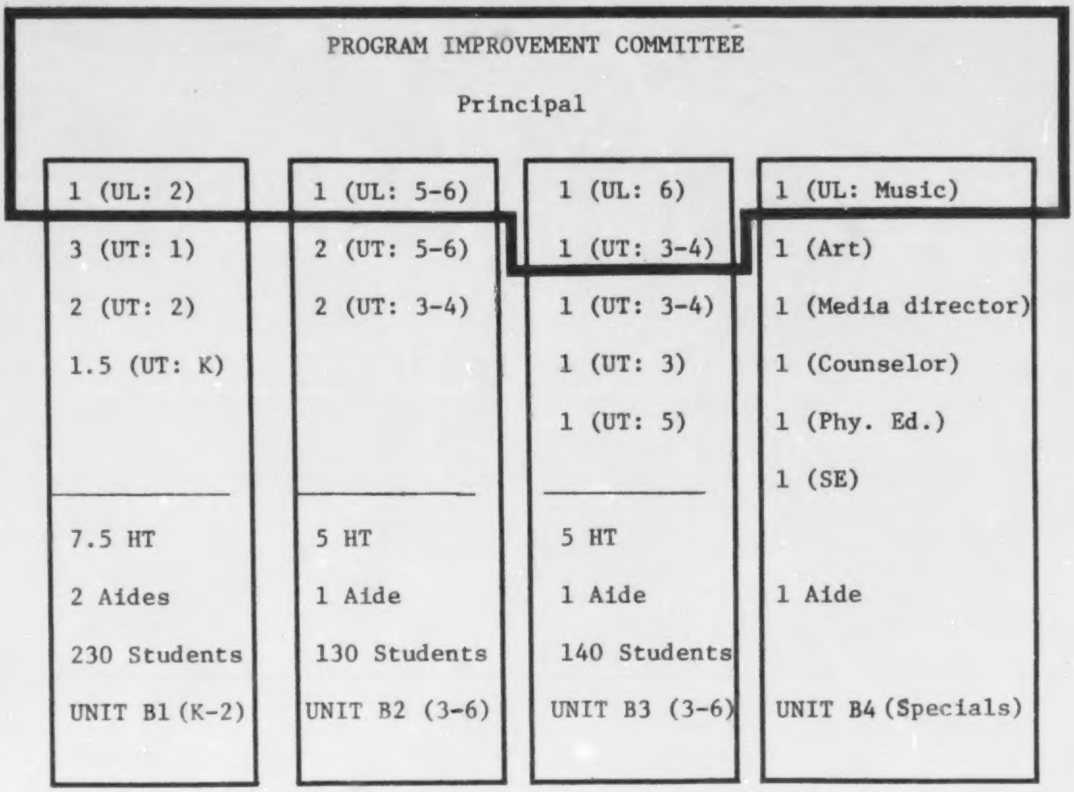
Unit leaders are reimbursed by $200 to which is added one month's salary for which they work two weeks before and after the school year.

Unit leaders are appointed after applications for a vacancy are advertised. The principal seeks the input of other unit leaders, unit members and a district office representative before making his recommendation. The teachers' association supports the position of unit leader, as this gives teachers another position to which they may aspire without leaving the association's ranks.

Several committees function within the school organization, including: the Parent and Teacher Association for home-school-community relations, a building committee comprising teacher association members for personnel problems which emerge, a social committee for special activities, and a discipline committee for coordinating discipline procedures throughout the school.

All of the IGE schools in this state belong to the HUB which meets twice a year, under the leadership of the principal of this school. An SPC which comprises the principal, a unit leader, and a teacher from each of the six district IGE schools meets monthly and presentations are planned, grant possibilities discussed, and other ideas exchanged. The state university gears its certification courses to the philosophy of IGE.

School B



Comment: A Community director is shared with another school but is not part of the IGE organizational structure.

Figure 2.2. Multiunit Organizational Chart--School B.

School B

School B is located in a rapidly growing city of 60,000 people. Built in 1968, it enrolls approximately 500 students most of whom come from white, upper-middle-class backgrounds. Low income housing is being built adjacent to the school so that the flow of students from this area is expected to increase considerably. The district includes 16 elementary schools, three of which are IGE, six junior, and three senior high schools.

Of the four pods which comprise the physical plant of this school, three are for the multiaged units, termed learning communities, while the fourth houses the kindergarten, cafeteria/gymnasium and kitchen. Each teaching unit pod has movable walls, a common resource area supervised by the unit's aide, and an office area for teachers. Other physical facilities of the school include rooms for special education, music, and art; an instructional media center; and a teachers' lounge.

The school has been an IGE school for eight years, being one of the original pilot schools of the district. It has 18 teaching staff members (one of whom is half-time in the kindergarten), six specialist teachers, five aides, a community education director, and a nurse. Parent volunteers supplement the work of the staff.

Three or four faculty meetings are held each year and the building level Program Improvement Committee (PIC) meets each Thursday from 8:00 to 8:45 a.m. It comprises the principal, the unit leaders of teaching units, a unit teacher, and the unit leader of the "specials" unit which is organized for administrative and communicative purposes.

No released time or monetary compensation is provided to the unit leaders.

The units are scheduled to meet weekly, before school, for 45 minutes, but this is a flexible arrangement, which frequently means that units meet more often. When curricular matters are discussed, the objectives must be "grade-oriented" to meet central office requirements. The "specials" unit meets less frequently than the others, so its unit leader ensures prompt communication of IIC matters through a duplicated information sheet.

Parental support is evident in that the school has an active Parent Advisory Board (PAB) consisting of eight parents, a teacher, and the principal, which discusses curricular and policy matters. The parent-teacher organization promotes fund raising and social activities. The Student Council, organized by the guidance counselor, works to have student ideas implemented.

The district organizes Instructional Improvement Committees (IIC) on a districtwide basis. Each curricular area has an IIC, and schools are represented on these. Members are given time off to attend, for which they receive $10 compensation for each meeting.

A Community Education Project is organized from the school by a director who schedules different community activities in the building for adults and children of the area. It is another means whereby the school and the community work together.

The teacher association and the central office place few impediments to the school's successful functioning, although budgetary considerations typically loom large. Social events and a secret pal system help to maintain staff morale.

Fourteen IGE schools, including this one, belong to a regional IGE league which has its activities coordinated by a HUB.

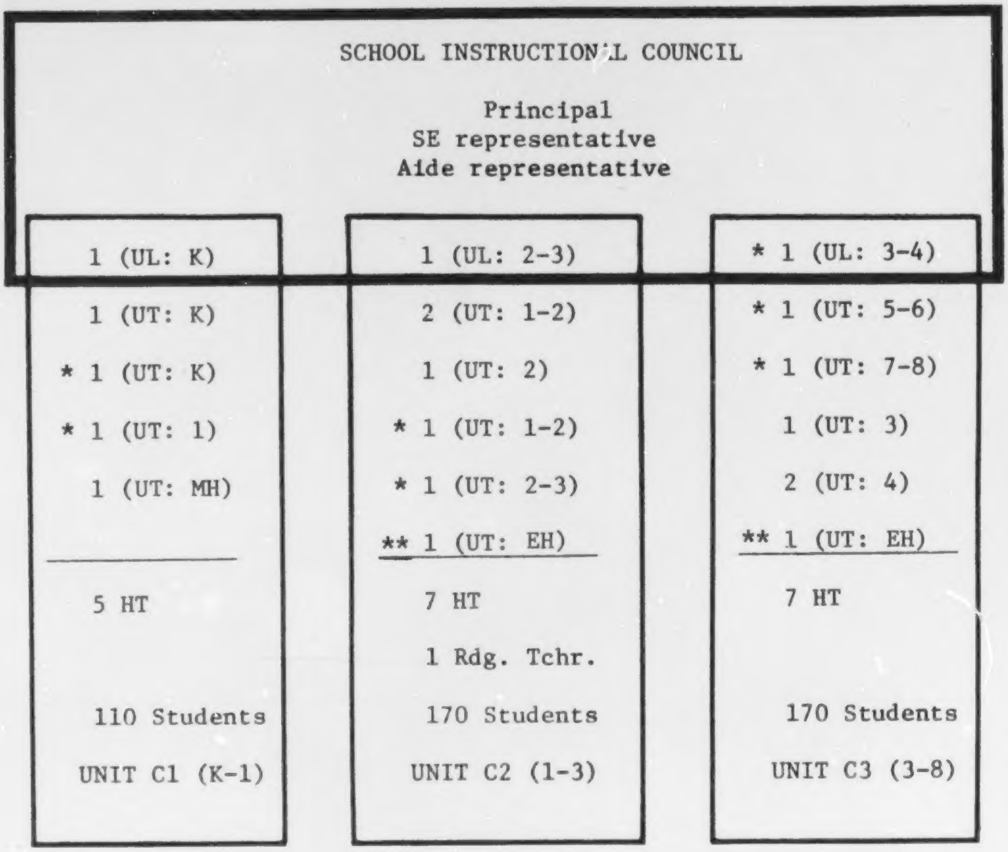
### School C

School C is one of five schools located in a small, all-elementary school district which promotes IGE. Of the 4,000 students in the district, approximately 450 attend this school which draws from a predominantly black suburban area. The remainder of the students are of Mexican-American descent. The economic level of the families served by the school is predominantly low to lower-middle income.

The school building consists of three separate structures. Classrooms (which are kept locked to dissuade intruders) open onto unenclosed hallways. Because vandalism is a problem, teachers are required to store valuable items of equipment and other materials overnight in a specially secured room. Apart from the classrooms, other physical facilities include a library, a cafeteria which serves both breakfast and lunch, a teachers' lounge, small office suites for the principal and project director, and a detention room.

The staff comprises the principal, sixteen classroom teachers, three specialist area teachers, five aides for the regular program, six aides for the bilingual program, a speech therapist, a reading teacher, a part-time psychologist, and the project director of the bilingual program. The school has no librarian, so teachers must check out books and materials as required.

School C



* Teachers in the bilingual program.

** Teacher of the Educationally Handicapped.

Comments:

Other staff members in the school but not in the IGE organizational pattern:
1 Project Director of the bilingual program
1 Speech therapist
.3 Psychologist

Aides are assigned to programs instead of units.

There are 6 aides in the bilingual program and 5 aides in the regular program.

---

Figure 2.3. Multiunit Organizational Chart--School C.

Three programs are operating in the school: a "regular" K-4 program for black students taught by nine teachers; a federally funded K-8 program for Mexican-American students taught by seven teachers having its own project director and secretary; and a special education program with a teacher each for the multiply handicapped, the primary educationally handicapped, and the intermediate educationally handicapped.

The school is organized according to the multiunit model, having three multiaged units which cut across the three programs. Unit leaders receive no additional financial compensation, but receive some released time when a permanent substitute teacher, employed in the school for a part of the second semester, is available.

Full faculty meetings are held on the second and fourth Mondays from 3:15 to 4:15 p.m.

The School Improvement Committee, comprising the principal, three unit leaders, a representative of the special education teachers, and a representative of the instructional aides, meets each Tuesday from 3:15 to 4:15 p.m.

The I & R unit staffs meet on every second Wednesday from 1:15 to 3:45 p.m. Agendas and minutes are kept according to a format required by the district superintendent. Copies of minutes are sent to the school board and the central office where they are reviewed and evaluated. Alternate Wednesdays are mandated as in-service education days by the district office which also requires that the major focus for these sessions be on individualization of instruction and classroom management. Wednesday, therefore, is an early dismissal day which is referred to as the "minimum day."

The district has undergone two internal reorganizations in recent years due to decreasing enrollments and school closings. These have posed many adjustment challenges to the principal and staff of the school. The principal is also new to the school this year.

At the present time an attempt is being made to form an IGE league in the general area in which the school district is located. The need for a facilitator is acutely felt. Such a person, whether working from a county or university office, is seen as one who would help to "keep us going and let us know whether we are or are not measuring up as an IGE school. But the problem is, where to find the money to support such a person?"

### School D

School D is a closed campus school, situated in a densely populated urban area. Opened in 1973, it is one of the nine IGE schools in the district which includes 24 elementary schools (K-8), one upper-grade center (7-8), two high schools (9-12), and one vocational technical high school (9-12).

The socioeconomic background of the school's 1,130 black students covers the low to middle income range with the lower classification predominating.

The staff works in a building that encloses a large courtyard play area and has broad hallways which are used for small group instruction. The staff with which some white teachers are being integrated

School D

INSTRUCTIONAL IMPROVEMENT COMMITTEE

Principal
Assistant principal, IGE coordinator, Resource center director, Adjustment staff, Counselor

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| 1 (UL: 1) | 1 (UL/EMH*) | 1 (UL:RT**) | 1 (UL: 4) | 1 (UL: 5) | 1 (UL: 6) | 1 (UL: 7) | 1 (UL: ages 13-15) |
| 2 (UT: K) | 2 (UT: 2) | 1 (UT: 2) | 1 (UT: 5-6) | 1 (UT: 6) | 2 (UT: 6) | 1 (UT: 6) | 3 (UT: ages 13-15) |
| 3 (UT: 1) | 1 (UT: 4) | 2 (UT: 3) | 1 (UT: 5) | 1 (UT: 5-6) | | 1 (UT: 7) | |
| 1 (UT: 1-2) | 1 (UT: 3) | 1 (UT: 4) | | | | | |
| 7 HT | 5 HT | 5 HT | 3 HT | 3 HT | 3 HT | 3 HT | |
| | 1 Rdg. Tchr. | | 1 Rdg. Tchr. | | | 1 Moderate LD | 1 Music Tchr. |
| 1 Aide | 1 Aide | 1 Aide | 1 Aide | 1 Aide | 1 Aide | .5 Aide | .5 Aide |
| 250 Students | 140 Students | 140 Students | 120 Students | 120 Students | 110 Students | 120 Students | 130 Students |
| UNIT D1<br>(Ages 5-7) | UNIT D2<br>(Ages 7-9) | UNIT D3<br>(Ages 7-9) | UNIT D4<br>(Ages 9-10) | UNIT D5<br>(Ages 10-11) | UNIT D6<br>(Ages 11-13) | UNIT D7<br>(Ages 11-13) | UNIT D8<br>(Ages 13-15) |

* Educable Mentally Handicapped
** IGE Resource Teacher

Comment: Other staff members in the school but not in the IGE organizational pattern:

| | |
|---|---|
| 1.5 | Phy. Ed. |
| 2 | Librarians |
| 1 | Aide--library |
| 1 | Moderate LD |
| 1 | EMH |
| 1 | Adjustment |

Figure 2.4. Multiunit Organizational Chart--School D.

includes the principal, an assistant principal, 32 classroom teachers, two IGE coordinators, nine specialist areas teachers and eight aides. The school is termed a demonstration school by the district office so that visitors are frequent. It maintains a high visibility in the community through active public relations efforts and cooperation with a local newspaper.

The library resource center is used by students and teachers during the day and by the community both during and after school hours. The school has a gymnasium, but no special art or music facilities. The programs in these subject areas are thus limited. Small areas are set aside for the counseling and adjustment staffs. Breakfast and lunch are served at the school.

The school is divided into eight multiaged units which meet for planning on an average of twice per week, either after school is dismissed, or when students are having special programs. Some units have specialist teachers attached because their expertise is necessary for the educational needs of the students in the unit.

The unit leaders receive neither released time nor reimbursement.

Each unit takes turns in presenting biweekly in-service education on an IGE related theme to the faculty.

The IIC meets each Tuesday at 2:30 p.m. Its formal membership comprises the principal, assistant principal, eight unit leaders, an IGE coordinator, the resource center director, and one representative from each of the adjustment and counseling staffs. An open invitation exists for all staff members to attend.

The district office is viewed as supportive of the school, watching it with interest and giving it freedom to operate within the policy requirements of the district. Its former support for an IGE league has ceased, because limited finance has caused the IGE facilitator position to be dropped. League activities have lapsed. The teacher association causes "no ripples" in the school. Many teachers belong to a national alliance of black school educators. They also serve on curriculum committees within the school.

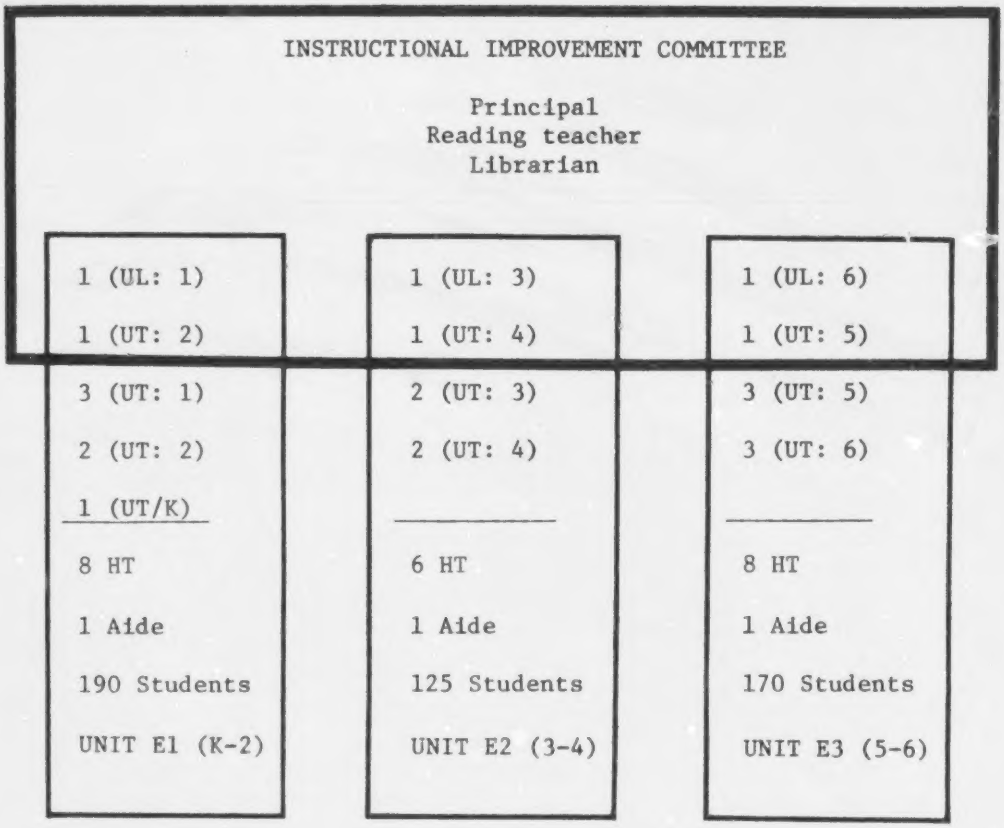
The State College is now providing IGE related courses which are expected to give a stimulus to IGE in the district. Several staff members at this school have enrolled.

Parent support is "above average for the school"--especially in fund raising and responding to any calls for assistance.

## School E

School E of 485 students is located in a small, suburban school district of five IGE elementary schools, one junior high, and one senior high school. Due to declining enrollments, two elementary schools have closed in recent years. The school's staff this year underwent important changes because a neighboring school closed last year and integration of transferred staff was "not a smooth process." The school caters to the students from the high-middle income area in which it is located. Two percent of the student population, however, is black, comprising children who are voluntarily bused from the inner city in a program called "Project Concern."

School E



Comments: Other staff members in the school but not in the IGE organizational pattern:

1 Art
1 Music
1 LD
1 Phy. Ed.
.5 Aide with a special project
1 Aide--library
1 Aide--SE

Figure 2.5. Multiunit Organizational Chart--School E.

The classrooms, built in 1963, are in two main wings. Other physical facilities include a cafeteria; a gymnasium; rooms for art, music, and health; a room for the speech therapist and the psychologist; a teachers' workroom; and a teachers' lounge.

The faculty includes 22 classroom teachers, seven special teachers (one of whom is one-half time), a nurse, and a half-time social worker. There are six aides--one for each unit, the library, and special education--and a part-time aide for "Project Concern."

The IIC which meets monthly comprises the principal, unit leaders, teacher representatives from each unit, the reading teacher, and the librarian. Agendas and minutes are maintained.

The three units meet daily for 45 minutes. At times, the unit teachers meet by grade level rather than by unit teams. Unit leaders keep a journal of unit activities, including meetings, plans made, activities accomplished, queries, and reminders. The principal reads these weekly, responding and adding suggestions where necessary.

Unit leaders receive compensation at the rate which applies to high school department chairpersons. No released time, other than that available when classes are with special teachers, is provided. However, 1:00 p.m. dismissals are possible with district office permission, and this is taken advantage of two to four times a year. When a unit leader position falls vacant it is posted, with the principal making the final choice from among the applicants.

Within the school there are such committees as the publicity and social committees. Many teachers are members of school district task forces which are in operation for each subject area. Other committees include the Pupil Planning Placement team, the Right to Read Task Force (which has citizen representation), and teams concerned with literacy.

The school is a demonstration school for the Developing Mathematical Processes (DMP) program which is being adopted districtwide. As such, it is expected to meet the board's requirement that schools implement a Management By Objectives (MBO) scheme across all curricular areas which would become part of the larger pattern of systemwide goals. MBO is expected to lead to district monitoring of progress and easy exchange of ideas through a Systemwide Program Committee which is yet to be established. The superintendent is viewed as strongly supportive of the total program, and teachers feel comfortable with the curriculum coordinator who is accessible. A new IGE league has been formed and the school has joined it. The nearby university is seen as a key factor in IGE refinement and renewal in that it offers specific courses in IGE.

## School F

School F, of approximately 400 pupils, is situated in a middle-class, rural, school district. It was built several years ago according to specifications which enabled the IGE model to be adopted from the opening day. Four open-space, teaching-learning areas surround a central instructional media center. Other facilities include a cafeteria, gymnasium, kindergarten, music room, and art room. Seventeen and one-half classroom teachers, four full-time specialist area teachers, four part-time special area teachers, seven aides, a nurse, and several interns complete the staff.

School F

SYSTEM INSTRUCTIONAL IMPROVEMENT COMMITTEE

Principal

| | | | |
|---|---|---|---|
| 1 (UL: 1) | 1 (UL: 3-4) | 1 (UL: 5-6) | 1 (UL: Phy. Ed.) |
| 1.5 (UT: K) | 4 (UT: 3-4) | 5 (UT: 5-6) | 1 (Music) |
| 2 (UT: 1) | | | 1 (Art) |
| 3 (UT: 2) | | | 1 (Rem. rdg.) |
| | | | .6 (Speech ther.) |
| 7.5 HT | 5 HT | 6 HT | |
| 3 Aides | 2 Aides | 2 Aides | |
| 120 Students | 110 Students | 130 Students | |
| UNIT F1 (K-3) | UNIT F2 (3-4) | UNIT F3 (3-6) | UNIT F4 (Specials) |

Comments: Other staff members in the school but not in the IGE organizational pattern:

.3 School Psychologist
.3 Learning Disabilities
.3 Social Worker
1 Nurse

Figure 2.6. Multiunit Organizational Chart--School F.

The school is organized according to the multiunit IGE model. There are three multiaged teaching units and a fourth unit of special area teachers. The units meet each Wednesday at 1:30 p.m.--the students having been dismissed early. Unit leaders have a job description provided by the school board, receive additional pay (the special area leader receives half of the supplement paid the others), and are granted two hours released time a week when a substitute teacher is employed. Early dismissal of students each Wednesday provides time for unit meetings.

The System Instructional Improvement Committee (IIC), which comprises the principal and the four unit leaders, meets each Monday after school. Faculty meetings are called on Wednesday afternoons, as needed.

School board members and parents take a close interest in the school and are generally supportive.

The state Department of Public Instruction supports IGE. An IGE State Director has an assistant and four facilitators in the field. A facilitator is on call for this school.

The Education Association for the state has opposed IGE from the outset, but it has had little impact on this school.

No HUB type organization exists, but a league covering several counties does function and meets bimonthly. The school sends a representative to these meetings.

School G

PROGRAM IMPROVEMENT COMMITTEE (PIC)

Principal
Representative of special teachers

| | | | | | |
|---|---|---|---|---|---|
| *1 (UL: 3) | *1 (UL: 6) | 1 (UL: 1)<br>1 (UT: 2) | 1 (UL: 4) | ***1 (UL: 6) | **1 Representative |
| 2 (UT: K)<br>2 (UT: 1)<br>2 (UT: 2)<br>1 (UT: 3) | 2 (UT: 4)<br>2 (UT: 5)<br>1 (UT: 6) | 2 (UT: K)<br>2 (UT: 1)<br>1 (UT: 2)<br>2 (UT: 3)<br>1 (UT: 4) | 1 (UT: 5)<br>2 (UT: 6) | 1 (UT: 5) | ~~Title I Staff~~<br>1 Rem. rdg.<br>1 Oral language<br>1 Math<br>1 Tchr. in the Migrant Prog.<br>SE Staff<br>1 Speech ther.<br>2 Resource tchrs.<br>1 Tchr. in Migrant Prog.<br>2 SE |
| 8 HT<br>1 Aide | 6 HT<br>1 Aide | 10 HT | 4 HT | 2 HT | |
| 225 Students | 170 Students | 290 Students | 125 Students | 60 Students | |
| UNIT G1 (K-3) | UNIT G2 (4-6) | UNIT G3 (K-4) | UNIT G4 (4-6) | UNIT G5 (5-6) | |

* Bilingual Unit.
** Teachers in this group rotate attending the PIC meeting.
*** Also the assistant principal.

Figure 2.7. Multiunit Organizational Chart--School G.

## School G

School G, of approximately 925 students, is situated in a financially disadvantaged school district which enrolls about 11,000 students in nine elementary, two middle, and two senior high schools. Parents are mainly in the low income bracket with more than 80 percent of the students qualifying for free lunch, according to the federal poverty criteria.

About 98 percent of the students are Mexican-American. An early childhood program, and a special education program for the physically or emotionally handicapped enables three- and four-year-olds to start school. The regular K-6 program begins with five-year-olds. The school has two streams which divides it fairly evenly monolingually and bilingually (English and Spanish). The bilingual program includes those children, for whom the Spanish language predominates, and whose parents accept the invitation for their children to join that stream.

IGE was adopted at the school five years ago and was embraced fully by the staff "hook, line, and sinker," because it was considered "not to cost much, and individualization can be begun with what you have. The model has been modified to suit our needs."

The physical provisions of the building vary. One unit, the largest, is accommodated in the extensive open-space area. Other units are located in self-contained classroom areas. Specialist teachers and the library resource center use portable classrooms. The lunchroom is the only other special purpose space, no provision being made for art, music, or gymnasium. Little use is made of the small staff lounge.

The principal has a staff of 30 teachers, one of whom is designated assistant principal, and 15 specialist teachers and paraprofessionals. There are no teacher aides for the units--these having been taken away through successive budget cuts--but some aides are employed for federally funded programs. The school has no specialist teachers in art, music, or physical education. Some student teachers are assigned to the school. Faculty meetings are held monthly.

There are five multiaged units--three monolingual and two bilingual--which meet twice weekly for 45 minutes. The principal often attends. Unit leaders receive no released time or extra duty allowance. They are subject to re-election each year and some units do have an annual turnover. The principal reserves the right to veto their appointments but has not yet exercised this power. Original unit leader appointments were made by the principal. One unit, because of size, has an assistant unit leader. Unit meetings are held twice per week.

The Program Improvement Committee (PIC) meets every Wednesday from 2:45 to 3:30 p.m. It comprises the principal, the assistant principal (who is also a unit leader), the unit leaders, and a representative of specialist teachers who take turns monthly. A unit leader acts as minute secretary for the PIC. These minutes provide summaries and serve as the basis for PIC reports given at ensuing unit meetings.

The school district is served by a regional educational services center. The region formerly employed IGE facilitators, but budget cuts have caused these to be absorbed into other positions. However, they retain their interest in and support of IGE. They provide some IGE related in-service education and support for the regional HUB committee. The latter meets monthly, having representatives from the primary and elementary sections of the eleven IGE schools in the region. The agenda, which is compiled by a center officer, includes a guest speaker, sharing of ideas, and announcements of future meetings and workshops. In this school, representatives do not report back formally but pass on ideas by word of mouth, or have matters of particular interest included on the notes of the PIC meeting. The HUB was seen as, ". . . definitely worthwhile--I can share and get ideas there."

Parental support for the school is seen as moderate. The PTA is helpful when fund raising events are organized.

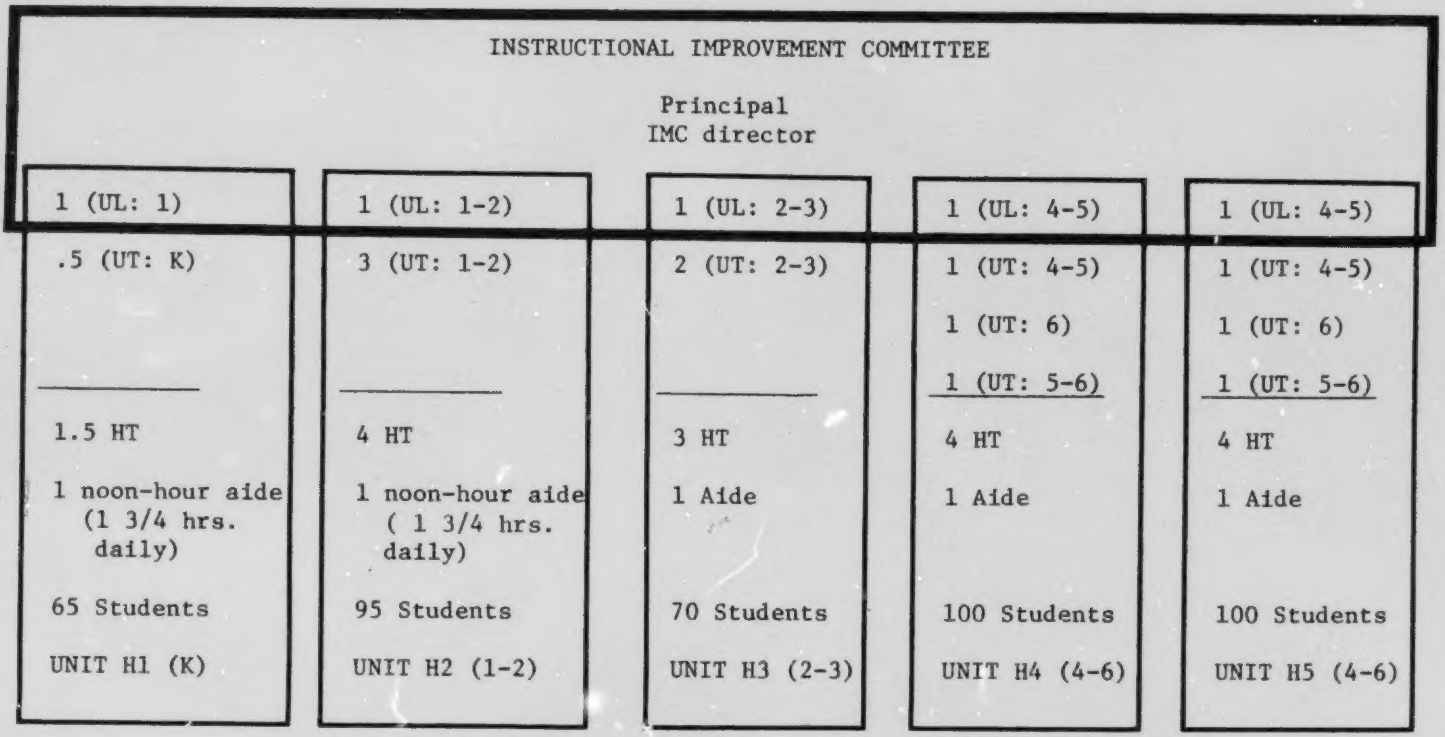
Teacher association relationships with the school have been supportive. With collective bargaining and related issues coming to the fore, however, some tensions may be expected.

### School H

School H, on spacious grounds, is located close to a relatively affluent area of a city of 80,000. This school, about 100 percent white, enrolls 430 students divided approximately in half in terms of high or low socioeconomic backgrounds. The latter students are bused from adjacent rural areas. The school district comprises 76 elementary four middle, and four senior high schools.

The school, of open concept design, was built eight years ago. The two major teaching spaces which house the primary and elementary units are separated by the instructional media center. The kindergarten

School H



INSTRUCTIONAL IMPROVEMENT COMMITTEE

Principal
IMC director

| | | | | |
|---|---|---|---|---|
| 1 (UL: 1) | 1 (UL: 1-2) | 1 (UL: 2-3) | 1 (UL: 4-5) | 1 (UL: 4-5) |
| .5 (UT: K) | 3 (UT: 1-2) | 2 (UT: 2-3) | 1 (UT: 4-5) | 1 (UT: 4-5) |
| | | | 1 (UT: 6) | 1 (UT: 6) |
| | | | 1 (UT: 5-6) | 1 (UT: 5-6) |
| 1.5 HT | 4 HT | 3 HT | 4 HT | 4 HT |
| 1 noon-hour aide (1 3/4 hrs. daily) | 1 noon-hour aide ( 1 3/4 hrs. daily) | 1 Aide | 1 Aide | 1 Aide |
| 65 Students | 95 Students | 70 Students | 100 Students | 100 Students |
| UNIT H1 (K) | UNIT H2 (1-2) | UNIT H3 (2-3) | UNIT H4 (4-6) | UNIT H5 (4-6) |

Comments: Other staff members in the school but not in the IGE organizational pattern:

.4 Art
.3 Music
.6 Speech
.2 Phy. Ed.
.1 LD
.2 Band
.2 Orchestra
.1 Psychologist
.1 Social worker
.1 Counselor

Figure 2.8. Multiunit Organizational Chart--School H.

is situated some distance from this learning area. Other major physical facilities include a combination gymnasium-cafeteria, music room, and art room. A small, but comfortable, teachers' lounge, small seminar rooms, and a project area complete the major physical components of the building.

IGE was adopted when the school was built. Currently, there are four multiaged units--two primary and two elementary--and a self contained kindergarten area. Released time of one hour per week is provided for teachers of each unit through employing a team of substitute teachers. Unit leaders receive extra salary.

The teaching staff comprises 16.5 teachers; an IMC director; six specialist teachers; band and orchestra teachers, a psychologist, a social worker and a guidance counselor (who are shared with other buildings); three teacher aides; and two noon hour aides. The noon hour aides spend three hours at the school each day--one hour and a quarter on outside supervision and the remaining time performing clerical duties for the two units without full time teacher aides. Parent volunteers are also used in the school.

The IIC, which comprises the principal, the four unit leaders and the IMC director, meets biweekly at 8:00 a.m. There is an open invitation for other teachers to attend.

Faculty meetings are held once a month. These are essentially for hearing and asking questions about various matters of concern to the principal and working committees.

The teacher association "plays a strong hand" in this district with the contract being detailed and adhered to with regard to working conditions. The teacher aides have an association which has negotiated a contract that, among other things, gives them the same working hours and days as those of teachers.

The district office curriculum coordinator takes a keen interest in the school. Strong personalized communication links exist between the Systemwide Program Committee (SPC) and the central office because of this person's membership. Meeting monthly, the SPC comprises the principals of ten schools. Matters discussed at the meetings are essentially related to policy.

The school is represented on the HUB organization which meets monthly. The representative is enthusiastic but there does not appear to be schoolwide support for it. Some teachers, however, are aware that a strong HUB type group is very desirable.

Parent support for the school is "keen." An active PTA functions, but teacher interest in it is somewhat limited.

## Data Collection

The exploratory nature of this study made it important that a methodology be used which enabled as many important variables as possible to be identified and investigated, and the relationships among them discovered. Information beyond that which had been identified in advance as important had to be sought. The aim was to find out what was there, rather than to predict relationships (Katz, 1966).

The sources for information about variables which prove to be important--both because of their direct relevance to the study and the focus they could give to it--are existing theory and research, prior knowledge of the system being studied, and firsthand knowledge. "Theory provides a means of knowing where to look and how to look" (Lutz and Iannaccone, 1969, p. 133) and prior knowledge is available in IGE related literature. Chapter I detailed the theory and prior knowledge base for the study. Firsthand knowledge was gained from visits to numbers of schools in the months preceding the study. Katz (1953, p. 67) termed this phase of a study the "scouting expedition." It is

> . . . the period of informal and relatively free investigation in which the field workers try to get as thorough an understanding of the important forces in the situation as they can. . . . It is essentially exploratory, with the objectives of finding out what the significant variables in the situation are likely to be and what types of instrument may have to be constructed to obtain measures necessary in the final study.

Data were collected using observation and interview protocols. Since two groups of decision makers were of interest to the two researchers parallel instruments were devised from key constructs and variables which appeared to impact on, or be related to, shared decision making. These instruments were pilot tested in a school which matched the criteria required for schools in the actual study. According to Katz (1953, p. 83), the purposes of a pilot study are to develop procedures for applying the research instrument; to establish that the wording of the questions is appropriate to the understanding of the respondents; and to ensure that the questions and observations bear directly upon the variables being studied.

## The Observation Protocol

The observation protocol enabled the investigator to record observations of behavior wherever staff congregated--formally, informally or socially, in scheduled meetings, classrooms, hallways, staff lounges, or off school campus sites. Interaction patterns were recorded in terms of the identified or serendipitous constructs. These records provided one means of cross-checking and validating the interview data. During formal occasions, in order not to influence the social interactions, the researcher behaved as one who had no reactions to the events being observed (Heyns and Zander, 1966). The observation protocol was also used to record the analysis of such records as agendas and minutes according to the six unique functions of the IIC.

## The Interview Protocol

The interview protocol comprised items requiring specific responses which could be probed, items on particular matters which allowed respondents flexibility, and questions which sought particular personal and organizational information. This semi-structured, open-ended interview technique (Sax, 1968) had advantages which enabled the investigator to be flexible in handling the responses, to observe what the respondent had to say and how one said it, and to develop the rapport necessary to ensure that the process was non-threatening. Brandt (1972, p. 196) called this technique conversational interviewing, stating that if it is carried out effectively, then "the spontaneity of the respondent's utterance lends credence to the content to an extent that cannot be matched by the best of formal instruments." When a respondent views the interviewer as capable of understanding, or of being completely tolerant of, one's point of view, then optimum communication in the interview process is achieved (Cannell and Kahn, 1966). Reassurances as to the confidentiality and anonymity of responses were given using the "Informed Consent Form" (see Appendix D).

## Development of the Observation and Interview Protocols

The Observation Protocol. The observation protocol was developed and pilot tested. The variables of interest were parallel to those on the interview form. A coding system was used to simplify the recording of behaviors related to each variable. The agenda content of each meeting was noted for comparison with the IIC's unique functions. Seating patterns and times taken for each item were recorded to add information concerning the group dynamics of the meetings. Whenever possible meetings were observed by both researchers to check data collected for reliability. Data were also checked for reliability with those teachers whose behavior was observed because, "if the data are reliable they are usually valid" (Lutz and Iannaccone, 1969, p. 124). Refinements made during the pilot study resulted in the research version of the instrument (see Appendix E).

The Interview Protocol. A format for the interview protocol focusing upon the IIC was devised for pilot testing. Specific responses concerning variables under test were obtained by asking respondents to rate the particular behavior on a scale from one (low) to five (high). Through rating, an effort was made to obtain quantitative estimates of the degree to which a particular characteristic or behavior was manifest (Brandt, 1972). Verbal responses were limited because a thirty minute time constraint for each interview was arbitrarily decided upon by the researchers so that their imposition on teacher time would be acceptable. It became apparent that respondents often were most anxious to elaborate at length on many matters.

The major revisions which led to the final version of the interview protocol (see Appendix F) were undertaken for the most part to ensure that each question was a potential focal point for a short conversation with the respondent being the main contributor and the researcher probing. The changes in the format for data recording responses were: fewer questions; more open-ended questions; fewer questions requiring the particular behavior to be rated; and the provision of a set of Likert-type response cards.

Likert-type response cards related to particular questions gave a specific response cue to each numeral on the one (low) to five (high) scale. Another card summarized the tasks for the IIC as described in the literature. These cards served several purposes: to enable rated behaviors to be quantified; to focus the attention of the respondent on the question at hand; to introduce a probe, e.g., "You seem to be enthusiastic about . . . Could you elaborate further?"; to make comparisons among the responses by the principal, unit leaders and other IIC members being interviewed; to give an overview of the consistency of a respondent's answers; and to enable the investigator to compare his ratings of the same behavior, e.g., principal leadership style. Based upon the pilot study, the researchers decided that one visit to each school of approximately four days duration should suffice for data collection.

The pilot study reinforced the importance of sound relationships and gaining rapport with the school staff--especially those with whom the researcher would be working closely. McCall and Simmons (1969) warned against "over-rapport" and the danger that rapport can grow to such an extent that it hinders a study. The limited time spent in each school, however, prevented this problem.

## Implementation of the Research Procedures

One criterion for choosing each school was the receptivity to previous researchers. From the outset of this study, all communications, whether by telephone or written, were designed to enhance this climate of acceptance. Upon arrival at the school, the two researchers' first concern was to establish cordial relationships with the principal and the office staff. In all schools the researchers felt a warm reciprocity of good will. At all times the researchers were frank about the purposes of the study, and, when asked, described their own professional background. Wherever possible a minimum of formal interviewing and observing, and a maximum of fraternization--"being seen around the building"--took place on the first day of the visit.

Interviews. The principal of each school typically gave one to two hours at the outset to discuss the school's program and progress, and to orient the researchers to the district. Other factors of importance, such as teacher associations, district or statewide IGE organizations, and parental interest and concerns were discussed. In one school, the district superintendent was on hand to offer assistance and discuss the educational provision in the district from his perspective. Three directors of curriculum and one state IGE facilitator visited the schools during the progress of the research.

During the initial day of the visit the principal and the unit leaders were asked for assistance with setting up interview schedules at times least disruptive to the normal operation of the school. For this study, formal interviews were sought with each regular IIC member. Depending on the school, either the principal, the unit leader or the researcher arranged the schedule. In some instances where school policy was against released time, or where teacher aides were not employed, scheduling posed difficulties and caused strains. Offers by one of the researchers to teach a class so as to release a teacher for interview by the other researcher were often accepted. In some cases, interviews took place while the respondent supervised a class; in others, respondents met researchers outside of normal school hours.

Both researchers were present when feasible in the case of interviews and observations of I & R units, and always present at IIC meetings. As soon as possible after meetings, responses were cross-checked and validated, and notes shared.

The researchers joined the staff for lunch, coffee breaks, social occasions and informal discussions. These interactions gained the confidence of respondents, gave the researchers more comprehensive impressions of the school, and enabled them to observe and interview informally. As a preamble to the formal interviews the "Informed Consent Form"(see Appendix D) gave the researchers the opportunity to verbalize the guarantee of confidentiality and anonymity, and to reinforce that their presence in the school was non-threatening and non-evaluative of either teachers or programs. Thus, many respondents prefaced their comments with such remarks as . . . "Well, if we are talking off the record . . ."; "I'm not being quoted, so . . . " When time considerations became apparent, or when the interviewer became aware that other classroom considerations were in the forefront of the respondent's mind, the interview schedule was curtailed. Only questions which were considered important were asked, while those tending to provide repetitious responses were omitted. At the end of each interview, however, the respondent was invited to ask questions, to add other matters thought important, and to comment upon IGE and the changes the school had made. It was not unusual for different staff members to seek out the researchers for further discussion.

In addition to interviews with principals, unit teachers, teachers, and specialists, many others were interviewed informally to cross-check or seek new information. These included superintendents, directors of curriculum, junior high and other elementary principals, IGE coordinators, teacher aides, clerical and custodial staff, volunteer parent aides, lunchroom workers, parents and students.

Observations. When meetings were observed, the researchers remained as inconspicuous as possible, refusing invitations to sit around the table, so enabling participants to conduct their meetings in the regular fashion. There were times when it was apparent that some deference was paid to the researchers' presence either through changes in the agenda--"We have visitors today so we'll leave the minutes of the IIC meeting until next time."--or changes in behavior patterns of meetings.

Observations were made on the gross variables listed in the instrument (see Appendix E). The observers tallied behaviors and compared notes after each observational period as a reliability check. Ratings and other observations were compared, discussed and adjusted. Discrepancies were noted and checked by further observations and during interviews.

Analysis of the Documents. Minutes, agendas, newsletters and any pertinent documents that were available were collected at each school. McCall and Simmons (1969, pp. 322-323) state that

> . . . often such documents are superior to informants in that official reports and statistics cover sectors of the organization beyond the sphere of a particular informant, are based on regularized procedures often under external audit, and are more precise than the informant's memory.

In many schools the IIC documents required were incomplete, unsystematic, and in some non-existent. Where documents were available these were content analyzed using a section of the observation protocol (Appendix E, p. 7 ). Items were tallied according to the six unique functions of the IIC and an added category "other functions."

Before leaving the school, the researchers spent time with the principal asking further questions, seeking clarifications, and answering questions. Each principal expressed willingness to cooperate if further help were required. Visits were made to each unit leader and as many other staff members as possible to express gratitude for their participation and cooperation. Upon their return to the Center, the researchers sent letters of appreciation to the principal and staff of each school (see Appendix G).

## Personal Data on Respondents

The respondents supplied personal data concerning their age, sex, teaching experience, IGE teaching experience, IGE training, and unit leader experience. A summary of these data provides an overview description of the IICs.

Typically, an IIC was led by a male principal and had an average membership of seven persons. The female to male ratio among the other members of the IIC was three to one, but for unit leaders it was two to one. The age range 36-50 years predominated slightly over the 20-25 years range.

With regard to teaching experience, almost half of the IIC members had from six to fifteen years, and the remainder were almost evenly divided between the one to five years, and sixteen to thirty years range.

Regarding IGE teaching experience, 60 percent of the respondents had four years or more, 20 percent had three years, 13 percent had two years, and the remaining seven percent had one year or less.

Concerning IGE training, 60 percent of the respondents had a total of "more than one week," 20 percent had "up to one week," 10 percent had "none," and 10 percent had taken courses as well as in-service training.

Unit leaders' experience in the position was as follows: five percent had none, 20 percent had one year, 25 percent had two years, 25 percent had three years, and 25 percent had at least four years.

## Data Analysis

Data were analyzed by culling out important and recurring data related to those variables being investigated and tabulating them. Thus the "data are classified in some systematic fashion so they can be examined together to see what they look like collectively" (Brandt, 1972, p. 189). This process, content analysis, had as its objective the conversion of "raw" phenomena into data "which can be treated in essentially a scientific manner so that a body of knowledge can be built up" (Cartwright, 1966, p. 435).

In this study, the interview and observation protocols provided classification by variables for the responses and observations. The data for each variable were presented and analyzed within the broader context of each of the major theories which form the base of the study--social systems, group dynamics, leadership and decision theories.

The raw data for each variable were examined by school and across schools according to the responses of principals and other members of the IIC, responses by teachers where applicable, and the field notes and observations of the researchers. Propositions were deduced and anectodal comments and descriptions to support them were recorded. Where Likert-type ratings were obtained a table was constructed and used to support the propositions. Finally, a general statement was made about the variable being investigated.

Next the raw data were again examined to determine the personal, and intra- and extraorganizational variables whose influence either helped or hindered the operation of the IICs. These were recorded with supportive descriptive and anecdotal comments before a concluding general statement was written. Finally the data were examined within and across schools so that important relationships could be investigated and recorded between and among both the variables investigated and those additionally documented in the study.

## Limitations of the Design

This exploratory field study was designed to investigate variables identified from theory, to discover other important variables, and to investigate the relationships between and among them. Ideally, to discover important variables the interviews and observations should have been under comparable conditions (Katz, 1966). Such was not possible due to the variety of settings in which the study took place. Findings about relationships between variables cannot be generalized with any degree of certainty because little or no control over extraneous independent variables was possible (Kerlinger, 1973). In addition, generalizability is limited because the study sample was small and selective. Ideally, facts as observed and recorded should be replicable by other observers (Asher, 1976), but replication of this study--even under precisely duplicated conditions--might not yield the same results.

Concerning the interviews, verbal behavior can be unreliable in that the respondent may be a reluctant participant, make responses which are thought to be those the investigator wants or those which protect the school where the research is in progress, and be related to personal antagonisms towards the interviewer--however generated. Regarding the last, it was obvious that some respondents were concerned that the researcher was primarily a doctoral candidate, rather than one who might assist them solve their problems. Thus, the potential existed for responses to be either cursory or less than frank. As Wolcott (1973) pointed out, such a concern reveals an important aspect about research conducted in schools.

Further limitations concern whether or not the investigator possesses the requisite skills in personal relationships to develop the rapport necessary for gathering data of maximum authenticity, has the ability to overcome the reserve which some respondents have--whatever the reason, and can control the situation of over-friendliness which might contaminate the data gathered. In addition, one must be alert and receptive to insights so that sufficient information is obtained and drawn together about the particular variable being investigated (Selltiz et al., 1966).

In the course of successive visits to schools an investigator must avoid making observations and leading respondents to give answers which support particular propositions or theory hunches one has posited.

The association of the two interviewers with the Wisconsin R & D Center could have been another source for data bias. A school may have had positive or negative feelings towards the Center, depending upon previous contacts. Most often respondents had to be disabused of their preconceived notions that the investigators were "experts" from the Center.

Observee bias, the phenomenon whereby persons being observed behave atypically simply because they are being observed (Gay, 1976), was of particular importance when meetings were observed. By being as unobtrusive as possible, cross-checking observations with the co-researcher, and asking validating interview questions, it is hoped that this bias was minimized.

Babbie's (1975) summation was that in this type of study there is less assurance with regard to the scientific norms of generalizability and intersubjectivity than would be the case if structured research methods were used. Lutz and Iannaccone (1969), however, warned that the disadvantages to the particular design chosen for this study should not be overemphasized as there are many advantages to the method of data collection and some safeguards against the pitfalls.

## Overview

This chapter has discussed the design of the study. It included a discussion of the rationale for the methodology used for data collection and sections on the selection of schools and descriptions of those schools. Data collection, instrument development and the methods for data analysis were explained. The chapter concluded by enumerating some of the limitations of the study's research design.

# CHAPTER III

# PRESENTATION AND ANALYSIS OF THE DATA

In this chapter the data are presented and analyzed by variable across the eight schools investigated. The first section presents the findings concerning the functions of the IIC. Then follow sections presenting data regarding the representation function of the unit leader; the group dynamics of the IIC, based upon the variables of group cohesiveness, group norms, communication, task structure and group style; the principal's leadership of the IIC; and decision making in the IGE school--how decisions are made, and the levels of satisfaction with this process and with the actual decisions. A section concerned with the impact of the multiunit structure on decision making is next presented. This is followed by a section which deals with the major findings related to the IGE components. The final section discusses the relationship between selected variables.

## Functions of the IIC

This section first enumerates the variations from the prototypic model of the IIC observed in the eight schools studied. Then the approaches to evaluating the IIC's functions are presented, followed by findings concerning these functions. The prototypic model of the IIC, together with its six unique functions, was discussed in Chapter I.

## The IIC: Variations from the Model

In several of the schools under study variations from the suggested membership of the prototypic IIC were noted. These variations were: IIC meetings were open to all members of staff; additional teacher representatives of the units were permanent members; teacher aides were represented; assistant principals were members; and specialist teacher representatives on some IICs rotated either weekly or monthly with colleagues. There were no parent representatives on the IICs of any of the schools.

The criteria for IIC meetings were not met. Meetings typically were held weekly, although in some schools this was flexible. In one school the meetings were held monthly. Scheduled durations of meetings ranged between 45 and 90 minutes, with 60 minutes being the most typical. A possible explanation for this is that unit leaders in all but one school received no released time beyond that given to all staff members.

The expertise of both consultants from outside institutions and organizations, and members of the schools' teaching staffs was called upon frequently.

## Approaches Used to Evaluate the IIC's Six Functions

In this study, four approaches were used to evaluate the schools' commitment to the six unique functions of the IIC. To these, it was necessary to add a seventh category, "other functions."

1. Respondents were asked, "What matters do you spend most of your time discussing?" Each respondent typically gave three to five

responses. These were recorded and tallied later according to the seven functions. Separate totals for each function were made by school, and finally across the schools. Totals across the schools were converted to percentages and tabulated so that comparisons could be made between functions (see Table 3.1).

2. An IIC meeting was observed in each school by both researchers. The agenda items were noted and later tallied against the seven functions by the researchers working together. A total of items for each function was made which subsequently enabled the items to be totaled across schools, converted to percentages of the total of all items discussed, and tabulated (see Table 3.1).

3. A response card listing the functions of the IIC was shown to respondents who were asked to give their best estimate of the percentage of time the IIC spent discussing each of the seven functions. Their responses to each category were averaged across individual schools, then across the total sample, and tabulated (see Table 3.1).

4. Available agendas and minutes were content analyzed by both researchers so that the categorizations could be checked. The documents were read and the items tallied against the IICs' functions. Totals of items for each function were made by school and across schools. For each function, the total of items appearing on agendas and minutes was converted to a percentage and tabulated (see Table 3.1).

With regard to this approach three matters should be noted. First, copies of all agendas and minutes for the current year were not available in all schools. In some, it was not the practice to record these, i.e., the agenda was either announced or written on a chalkboard; or committee members took their own notes of proceedings. Next, full files had not been kept, even though the practice of recording both agendas and minutes was usual. Third, where these documents were available, in some schools the items were recorded so briefly that their content and import would be fully comprehended by IIC members only.

## Analysis and Discussion of IIC Functions

The data in Table 3.1 were analyzed by making comparisons between IIC functions for each of the four approaches used so that an appraisal of the schools' commitment to the functions overall could be made. In each approach, the function given most emphasis was that of "coordinating the plans and activities of the school's units to achieve continuity of the educational program." The next most emphasized function was "coordinating the use of facilities, equipment and curricular materials that are used by the several units." The category of "other functions" also received substantial emphasis. It included such matters as announcements, special events, the school calendar, passing on of district office policies, school rules and regulations, fund raising, evaluation of aides, discipline, safety procedures, cafeteria problems, and social events.

The item directed toward finding out what percentages of IIC time is spent on the various prescribed functions proved difficult for respondents to answer, although they were assisted by a response card listing the functions. Apparently, a majority of respondents were not familiar with the tasks with which a well functioning IIC should be

Table 3.1

ANALYSIS OF IIC FUNCTIONS IN EIGHT IGE SCHOOLS, BY TIME, CONTENT OF MEETINGS, AND CONTENT OF RECORDS

| IIC Functions | What matters do you spend most of your time discussing? (%) | Content of IIC meetings observed. (%) | What percentage of IIC time is spent? | Analysis of content of IIC records. (%) |
|---|---|---|---|---|
| Establishing educational objectives for the entire school. | 10 | 5 | 10 | 10 |
| Coordinating the plans and activities of the school's units to achieve continuity in the educational program. | 30 | 20 | 30 | 20 |
| Coordinating the use of facilities, equipment, and curricular materials that are utilized by the several units. | 10 | 15 | 25 | 10 |
| Analyzing and communicating with the community and involving parents and other citizens in an effective program of home-school-community relations. | 4 | 10 | 10 | 5 |
| Coordinating the school's in-service staff development program and the preservice teacher education program. | 4 | 5 | 5 | 10 |
| Coordinating research and development activities in the school. | 2 | 5 | 5 | 5 |
| Other functions. | 40 | 40 | 15 | 40 |
|  | 100% | 100% | 100% | 100% |

dealing. Responses to this item showed the amount of time spent on the category "other functions" to be comparatively low, whereas the other approaches showed the comparative emphasis to be high. A possible explanation for this discrepancy is that respondents were very positive in their efforts to relate the work of their IIC to the functions listed. "Other functions" was considered almost as an afterthought. In contrast, responses to the question, "What matters do you spend most of your time discussing?" showed considerable time to be spent on matters other than the six functions.

Many respondents commented about the functions that the IIC is expected to fulfill. The first function, "establishing educational objectives for the whole school," drew remarks which gave some explanation for the conclusion that, comparatively, this function was not strongly emphasized (see Table 3.1). In summary, the two main reasons given by principals and other members were:

1. District office policies take precedence.

   Central office policies are very important factors.

   The IIC can react to the instructions I receive from the district office.

   The central office seeks certain specifics, so we must maneuver.

   Our objectives must be grade oriented because reports must be turned into the district office on this basis.

   Most curriculum comes from the district office and teachers are unhappy about that.

2. Subject committees, either at district or school levels, handle the educational objectives.

   The district dictates through its curriculum committees and the unit handles it.

> Educational objectives are decided upon by the school's curriculum committees.

In summary, while some respondents stated their IIC had freedom with regard to establishing educational objectives, the outlook of most was that other constraining factors mitigated against this freedom.

> There's not enough curriculum on our agenda. We recognize this as a weakness.
>
> We fail to do what the model says because of time restrictions and district demands.
>
> The IIC discusses things and thrashes them out. But sometimes decisions have to be modified according to the guidelines which govern the school as an institution--and central office policies are a very important factor.

The second function, "coordinating the plans and activities of the school's units to achieve continuity in the educational program," was endorsed positively, and with few comments by the respondents, as being the function most emphasized by IICs. One unit leader's statement served to summarize responses across most of the schools:

> Sure, there are announcements. But there's also purpose--mainly the operation of a team. Problems and issues are raised for the IIC and the units to discuss. There's a positive attempt to have curricular cohesiveness across the units.

One teacher warned, however, that "perhaps the IIC should coordinate more so that we know what's going on in the other units." Comments made by other teachers showed a similar concern. They made such suggestions as exchanges of teachers between units for short periods of time, and inter-unit visitation for observation and discussion. In several schools where unitization was so strong that units were almost small schools-within-the-school, or where the units were physically self-contained, the researcher became aware of the potential problems implicit in the statement quoted above. Unhealthy, interunit rivalry and suspicion that some units were better served by the administration, and misunderstandings about philosophies of teaching which tended to distinguish some units, are distinct possibilities.

Of the six functions, the third, "coordinating the use of facilities, equipment, and curricular materials that are utilized by the several units" ranked as the second most emphasized (see Table 3.1).

Responses about this function were quite straightforward. The word, "scheduling," appeared frequently in the researcher's field notes on this section. Typical replies were:

> Scheduling to avoid conflict with other units.
>
> Coordination of the school's activities--scheduling.
>
> Space coordination and scheduling of teachers and children to avoid conflict.

The fourth function, "analyzing and communicating with the community and involving parents and other citizens in an effective program of home-school-community relations," was pursued actively by the schools mainly in the form of reporting pupil progress to parents. The IIC became involved if a new reporting system for the whole school was being considered, and in the coordination of parent-teacher conferences across the school. All schools had parent-teacher organizations which were mainly concerned with fund raising or social events. In two instances, parent input to curricular matters was mentioned. The researcher felt, however, that the main burden of home-school-community relations was carried by the units. Some pertinent comments summarizing the IIC's acceptance of this function follow:

> The IIC's task is keeping open and improving communication with the homes.
>
> Through the IIC certain home-school-community activities are decided, e.g., newspaper publicity and open house days. But it should not influence too much; it's more the units' job.
>
> Anything the community gets upset about comes to the IIC.

The next function, "coordinating the school's in-service staff development program and the preservice teacher education program," received some attention. In some schools definite occasions were set for IGE related in-service. In others it was possible to have district approved released time. Some districts provided a choice of in-service programs which schools believed absolved them from planning their own--"the intermediate district sets up in-service for us."

Several schools had teacher interns, but the responsibility for preservice teacher education was delegated to the unit leaders. Principals had established sound relationships with colleges and universities in this regard, and it was noticeable that schools with internship programs hired former interns when staff replacements or additions made it possible. In the matter of in-service for new members of staff or for newly appointed unit leaders, some concerns were expressed. One unit leader spoke of the valuable training she received in unit leadership--a process which had not continued. Thus, new appointees learned on the job. Others stated they did not have the time to help with on-the-job training. Therefore, the potential contribution of recently appointed unit leaders was greatly diminished. Another said, "New teachers come, but I haven't the time to give them in-service." The unit leaders cited above worked in schools where provisions were not made for released time.

The sixth function, "coordinating research and development activities in the school," was considered by staff to receive minimal attention. Yet it was apparent to the observer that this was an active function. Over the years, the schools have hosted and cooperated with IGE researchers, and staff members have completed extensive research instruments. In several of the schools, testing and evaluation of commercially available materials was undertaken to enable decisions to be made regarding whether to adopt, reject, modify, or integrate with existing materials. One school was the demonstration school in the district for the Developing Mathematical Processes program; units in other schools were termed "demonstration units" and received many visitors as a result; and other schools were devising programs, e.g., in social studies and health education, by integrating existing materials and writing their own. The conclusion regarding this function was that considerably more attention was given to it than perusal of Table 3.1 would indicate.

Interviews, observations, and content analysis of records indicated that the category, "other functions," consumed far more of the energies and time of the IIC than it should. As noted earlier, items listed included announcements, special events, the school calendar, passing on of district office policies, school rules and regulations, fund raising, evaluation of aides, discipline, safety procedures, cafeteria problems, and social events.

The prominent item on the list is announcements. One principal remarked, "We spend too much time on administrivia--about 60 percent I'd say." Another commented, "The Committee has reduced the need for staff meetings." Remarks of other IIC members summarized the general attitude:

> Most time is spent on calendar items and correspondence.
>
> Transfer of information from the principal. It's just a small staff meeting.
>
> There are some things we shouldn't get concerned with, like details of cafeteria meals.
>
> The principal's notices. Too bad that it takes up so much time!

The researcher's field notes show that district policies impinged strongly on the total operation of most schools. The discussion, interpretation, and implementation of these policies, therefore, took a substantial part of the IIC's time and effort. References already have been made to the impact of district policies on educational objectives. Budgetary concerns were also mentioned frequently as some of the matters which IICs discussed--staffing cutbacks, reductions in teacher aides, elimination of released time, decreased numbers of specialist staff, and cutbacks in office and classroom supplies.

In conclusion, it was found that the IICs concentrated upon three of the six functions they are expected to perform. These were concerned with establishing educational objectives, achieving continuity in the educational program, and coordinating the use of facilities, equipment, and curricular materials. It was also apparent that, in many schools, too much of the IIC's time was taken up with announcements.

Overall, perhaps too little time was available to the IIC for it to become strongly influential and effective in educational decision making at the building level. Additional time could be made available in most schools if other means of transmitting announcements could be devised by principals. As one teacher succinctly stated, "The IIC should be the backbone of our program, but not enough time is spent on it."

## Representation by the Unit Leader

The unit leader is the designated representative of the I & R unit on the building level decision-making body, the IIC. As a member of the IIC, the unit leader must be its representative to unit staff, students, consultants, parents and others. She/he is therefore an important linkage agent in communicating decisions, information, and concerns between the two levels. The representation function of the unit leader was investigated in the schools studied. Identical questions were asked of the principal, unit leaders, and other staff members in each school to gain their perceptions of the actual representation behaviors of the unit leaders. Observations of their representation behavior also were made in the IIC and in unit meetings by both researchers and these observations were recorded and cross-checked.

### Representation on the IIC

The first question explored the accuracy with which unit leaders represented unit views. It asked: "Do the unit leaders accurately represent their units' views on the IIC?"

Principals' responses clearly indicated general agreement that the unit leaders represented unit views. There were occasions, however, when "they represent their own views." One principal said, "I'd like to see more unit views coming up to the IIC," and another added, "They do now!"

The responses of unit leaders were positive with a particular concern being expressed that the agenda should be known in advance. Comments made included:

> Yes. The agenda is known ahead of time.
>
> It's necessary to have an upcoming agenda.
>
> I don't vote unless my unit has discussed it [an item]. I'd rather have it postponed.
>
> I state their [unit teachers'] views--sometimes I'm chewed out for an opinion I don't even hold.
>
> I don't always get a chance to discuss items with them before the meeting.

Teachers' responses to the question supported the conclusion that they believed that unit leaders represented them, although some of their answers were qualified:

> The unit leader can represent us if she presents our views logically. Those who talk the best get things through.
>
> Our unit leader can put our feelings accurately into one thought. It's an efficient way of getting things done.
>
> . . . really doesn't represent us; he doesn't get our input.
>
> A teacher representative always goes to the IIC meetings because, right or wrong, it has been said that the unit leader doesn't adequately represent us.
>
> There are times when I wonder--perhaps communication isn't good. I wonder to what extent they represent and/or communicate.

> Yes, we've had big things--report cards, schedules for next year, specials' times. There's good agreement, and she represents us well.

Regarding the representation behavior of unit leaders, the conclusion is drawn that the majority of unit leaders accurately represented their units' views. Two important factors must prevail for adequate representation to be maintained. These factors are that the unit leader must be well prepared with facts and argument if one is to carry out the function satisfactorily, and IIC agendas must be distributed sufficiently in advance of meetings to enable units to discuss items which concern them.

Conflict experienced by unit leaders in representing unit views was investigated next through the question: "Do the unit leaders experience conflict in representing unit views to the IIC?"

The response of most principals to this question was "Yes."

> Yes, it shows sometimes in the method of presentation.
>
> Yes. It's a difficult role. They are teacher-quasi administrators.
>
> Yes. Because their own views must take a back seat if they represent the units.
>
> They will sometimes indicate a split if the IIC's decision must be made with compromises.

A majority of the unit leaders said that they experienced conflict at some time or other. Some answers were terse: rarely; not generally; there are times; not aware; it happens occasionally; and, not really. Others were more explanatory:

> I have some conflict because I must present views that I don't agree with.

> No. I stick by the unit as objectively as I can.
>
> It happens. But I try not to let it affect me.
>
> Yes. Sometimes I don't agree, but I must represent them. I don't put in a minority opinion.
>
> I know what you mean, but it hasn't occurred. I take the team's view.

Teachers generally believed that unit leaders experienced conflict, but a considerable proportion thought not. Some of their comments follow:

> Occasionally, I'm sure. But she always represents us.
>
> Not really; she's a strong person.
>
> He hasn't taken any [of our views to the IIC].
>
> No. She's outspoken, but she does what we agree on.
>
> Yes, but he's forceful when he feels strongly about something.

From the replies given by principals, unit leaders, and teachers, it was concluded that most unit leaders experienced conflict in representing their units' views. This did not, however, prevent them representing unit views objectively.

### Representation in the I & R Unit Meetings

Three questions were asked to investigate the unit leaders' representation of the IIC in unit meetings. The first was concerned for the promptness with which decisions were conveyed: "Do the unit leaders convey IIC decisions promptly to the units?"

All principals agreed that the unit leaders conveyed IIC decisions promptly to the units.

> Yes, there's good communication. But on a former occasion a unit leader didn't spend time in the unit meeting on IIC matters and that's one of the reasons why she/he had to go.
>
> Most do--minutes are published and this is a follow-up to the unit leader's report to the unit.

Unit leaders attested to their promptness in conveying decisions to their units, stating that they did this either verbally, in writing, or both. A sample of their responses follows:

> Promptly! Within five minutes.
>
> When there's something of special interest they are waiting for me in the hallway.
>
> I can't really because the units meet every other week. But if there's something important I do it by word of mouth, or a note in their boxes.
>
> Yes! Next day. There's a teacher representing the unit there too. Sometimes he makes the decision.
>
> If something can wait, it waits; if it's urgent I let them know.

Teachers were strong in the belief that their unit leaders conveyed IIC decisions promptly to them. Almost all responses were a simple "Yes."

> Yes. Everyone takes notes in the IIC.
>
> Not always! I'm in the middle and see a lot.

Although some unit leaders pointed out reasons for delays in conveying some decisions, it was concluded that principals and staff generally were satisfied with this aspect of the communication process.

The second question exploring the unit leaders' representation of the IIC was concerned with the accuracy of communication: "Do the unit leaders convey IIC decisions accurately to the units?"

Principals were high in agreement that unit leaders conveyed decisions accurately to the units. Two of them expressed marginal doubts:

> Sometimes the unit leaders taint the principal's views.
>
> In most cases. Sometimes minor differences occur. Two such occasions were . . . .

Unit leaders were also agreed that their communication of IIC decisions was accurate. Positive statements were made, but some were qualified:

> I tend to put feelings into it. I'm less objective.
>
> Yes, verbal and written.
>
> Yes, all decisions are written down in minutes which everyone gets next day.
>
> Maybe that's the problem! Our own interpretation!
>
> I not only tell them the decisions, but sometimes how the decision was made.
>
> Yes. But biases might creep in.

Teachers were high in agreement that unit leaders conveyed IIC decisions accurately. Some however expressed doubts. Responses included:

> Yes. And if there's a question he can't answer he'll leave the meeting and clarify it immediately.
>
> I don't know. They write notes of the meeting on paper, but we don't read them or get them for some reason.
>
> Yes--as close as possible, since they are typed up.

The conclusion was that unit leaders were seen as reporting IIC decisions accurately. There is one proviso, however, the problem of bias.

To investigate whether unit leaders experience conflict when they represent IIC decisions in the units, a third question was asked: "Do the unit leaders experience conflict in representing the IIC decisions to the units?"

Principals' responses to this question varied from "No" to "Yes" with most agreeing that the potential for conflict existed. Typical responses were:

> Yes. There's always the possibility.
>
> Must be some. Sometimes items are resubmitted.
>
> No. Maybe it's because units have the chance for thorough discussion beforehand.
>
> Depends on the decision.

Although some unit leaders reported no conflict, most did, stating that in many such instances their conflicts were transmitted to the units, causing some items to be resubmitted. Some of their replies were as follows:

> No conflict in reporting back whatever.
>
> Yes, when a controversial item is discussed and it goes the other way we occasionally blow up. Resubmission is possible, though.
>
> Yes, but some decisions can be resubmitted.
>
> Yes, because some decisions are made without total teacher input. Resubmission occurs. Or the principal is invited to our meeting, or I go to the principal and say it won't work for us. Teachers look at the classroom, the unit and the IIC in that order. The IIC does the reverse.
>
> No, I don't feel it personally. I do it objectively.
>
> I have conflict in reporting back, but not in taking matters up to the IIC. I'm uptight if I feel IIC decisions are made with too much principal input because of district office pressures.

The majority of teachers thought that their unit leaders experienced conflict in reporting IIC decisions. Among some of the opinions expressed were:

> . . . only when we give him static about decisions. We've had decisions changed.
>
> He gives us decisions he's not in total agreement with but we still have to carry them out.
>
> Sometimes he's frustrated with it.
>
> Yes, if she's bothered, she shares it with us and resubmission is possible.
>
> Sometimes she says she's angry but we'll all be behind her.
>
> Maybe momentarily. We know her and we know she does a good job.
>
> There are times when the principal comes in to talk things out.

The conclusion reached was that unit leaders experience conflict in representing IIC decisions to the units. Principals tended to believe that conflict was mild, while unit leaders and teachers spoke of much stronger reactions. The safety valve for many was that hotly contested matters could, in many instances, be resubmitted, and that some principals were amenable to discussing matters with units which were particularly affected--even to the point of allowing minor concessions to alleviate tensions.

## Researchers' Observations of Unit Leader Representation

An IIC meeting was observed by both researchers, and I & R unit meetings were observed by each researcher in the schools studied. With regard to the variable, representation of the unit leader, particular notice was taken in the IIC meetings of verbal referral by the unit leaders to their units, and of compromising and negotiating on the units' points of view. While unit leaders frequently referred verbally to their units, no obvious instances of compromising and negotiating on behalf of the units was recorded. In the I & R units, the same behaviors were sought out for observation, namely referral to the IIC by unit leaders, and compromising and negotiating on the IIC's points of view. Referral to the IIC came mainly through presentation of items announced or discussed in the IIC. Compromising and negotiating tended to be on minor items but some considerable discussion of this nature developed around discipline, student placement, report cards, and sharing of available specialist staffing resources for the upcoming year.

The conclusion reached from observations was that the unit leaders performed an important and effective representation function, especially as they provided and opened up both formal and informal two-way communication channels.

The researcher found that there was wide agreement across the schools studied and among the personnel of the schools about the representation function of the unit leader. The major finding with regard to this function was that the unit leader is an effective personal two-way communication link between the I & R unit and the IIC. She/he brought the ideas and concerns of the unit to the IIC and conveyed the IIC's decisions and other information to the unit.

As a communication link, the unit leader was seen as accurate and prompt in transmitting messages between the levels. Communications from the unit were represented accurately because most unit leaders are "of the teachers, not of the administration." The quasi-administrative position of the unit leader pinpoints a dilemma of this highly significant new role. It is alluded to above and exemplified in two schools. In one school the unit leaders, rightly or wrongly, were perceived by teachers to be too closely identified with the administration. Teachers to represent unit teachers were appointed to the IIC. In another school the administrative strength of the unit leaders was such that biased interpretations and implementation of important decisions were suspected.

## Group Dynamics of the IIC

The group dynamics of the IIC were investigated and described using variables chosen because each was documented, researched, and relevant to this study. These were group cohesiveness, group norms, communication, task structure, and group style.

### Group Cohesiveness

Group cohesiveness is the sum of all the factors influencing members to stay in the group. This variable was investigated by evaluating the IICs in terms of the perceived benefits members derived from membership, and the togetherness as shown by improved communication, economical decision making, and close interpersonal relations. Members' ratings and verbal responses to two questions, together with the researchers' observations, formed the basis of these measures.

The perceived benefits of IIC membership were investigated by asking interviewees to give ratings and respond to the following question: "How much benefit do you derive from membership of the IIC?" Responses to this question were recorded on the instrument and a Likert-type response card was used for ratings: 1., "no benefit"; 2., "very little benefit"; 3., "some benefit"; 4., "considerable benefit"; and 5., "extensive benefit."

As may be seen in Table 3.2, principals rated the level of benefit they derived as being between considerable and extensive, the mean being 4.5. The most commonly reported benefits were:

Table 3.2

PERCEIVED LEVEL OF BENEFIT DERIVED FROM MEMBERSHIP ON THE IIC, BY SCHOOL

| Level of benefit derived | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| By principal | 5 | 5 | 4 | 4 | 4 | 4 | 5 | 5 | 4.5 |
| By other members* | 4.3 | 4 | 3.7 | 3 | 4 | 3.5 | 3.7 | 3.8 | 4 |

*Scores for "other members" are the means of responses .

1. Facilitating communication.

   It gives me better lines of communication.

2. Solving problems.

> Lots of problems are solved in the IIC, so it's very beneficial for me.

3. Sounding out ideas.

> I can get feedback and feel them [teachers] out on issues.

4. Shared decision making.

> Sharing of decision making can be very helpful, even when I have to make the final decision.

All principals saw the IIC as a highly valued group. Each derived a composite of benefits.

> It gives me better lines of communication. Teachers can know about the options and have input to discussion. It's a good forum--without it I would be at a disadvantage.
>
> I couldn't function without it--there's a feeling of drawing together. I get the pulse of the school.

Some principals valued the IIC for the benefits gained, but they preferred not to elaborate other than to comment, such as: "I believe in it."

Not all principals regarded the IIC as wholly beneficial. One principal reported some alienation between unit leaders and teachers because ". . . the unit leaders and I became too close." Yet another felt that occasionally some IIC decisions especially important to him "were watered down" by some unit leaders in the transmission process between the IIC and the units.

The perceptions of other members of the IIC (unit leaders and specialist teachers) as to the level of benefits derived from membership in the group was noticeably lower than those of the principals. Other members' ratings had a mean of 4 for perceived benefits of IIC membership. Their responses ranged from "some benefit" to slightly more than "considerable benefit." The most commonly reported perceived benefits were:

1. Sharing in problem solving and decision making with a corresponding increase in satisfaction.

   . . . it's the first time the classroom teacher can voice an opinion.

2. Being first to get information with the consequent feeling of higher status.

   I like getting knowledge first hand. I'm "in" on things.

3. Gaining a better understanding of school policies.

   I am informed directly as to the procedures and directions. I can ask questions so my understanding is better.

4. Opening up communication throughout the school.

   There's a better feeling that communication channels are being created.

Specialists perceived the following additional benefits:

1. Representing their own specialty.

   I get the opportunity to press my specialty when matters like curriculum are discussed.

2. Providing information.

   . . . I can get information to all teachers via the IIC.

In conclusion, by far the majority of other members of the IIC found the group very beneficial especially with regard to sharing in decision making, knowing more about the school and its procedures on a first-hand basis, and generally improving two-way communication. Typical comments in this regard were:

> It's a more effective way of getting things done in the school--good for communication, good for decision making.

> I like getting information firsthand. I can get a better understanding of the way the school works and its procedures. Besides, it's easier to discuss and argue in a small group and there's teacher input into the way things are decided. Ideas can grow from the IIC.

Some in the IICs, however, expressed reservations about the behavior of its members. Regarding the principals' leadership, claims were made that shared decision making was not the mode: "The administrator needs to learn how to relinquish." Principals were perceived to use one way communication too often: "It's [the IIC] just a group for giving out information, rather than policy making." Concerning the interpersonal relations of its members, a lack of frankness and openness was cited:

> People aren't always open. Some discussions end before they begin.

The levels of togetherness in the IICs were assessed from ratings and answers given by respondents to the question: "To what extent do you think your IIC has a sense of togetherness, of 'we-ness'?" Responses were recorded on the interview protocol and the following Likert-type response scale was used: 1., "none at all"; 2., "very little"; 3., "some"; 4., "considerable"; and 5., "extensive."

Table 3.3 shows that principals rated the level of togetherness of the IICs to be slightly more than "considerable," the mean being 4.2. They also reported several factors which caused strains:

1. Budget related matters.

   Staffing changes, accommodation problems, curricular programs, and problems due to enrollment fluctuations were reported as "crisis situations" with which the IIC must grapple.

Table 3.3

PERCEIVED LEVEL OF TOGETHERNESS OF MEMBERS ON THE IIC, BY SCHOOL

| Level of togetherness | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| By principals | 5 | 4 | 3 | 4 | 4 | 5 | 5 | 4 | 4.2 |
| By other members* | 4.3 | 4.3 | 4.3 | 4.3 | 3.3 | 4 | 4 | 3.8 | 4 |
| Researchers' observation | 3.5 | 4 | 3 | 3.5 | 3.5 | 4 | 4 | 3.5 | 3.7 |

*Scores are the means of responses.

> Considerable. But the year has been trying with accommodation problems, budget problems, programs in transition, and staff changes.
>
> The low score has to do with reorganization--closing of schools and movement of teachers and pupils.

2. Continuity of IIC membership.

> It's improving. Continuity is important.

3. Unit-centeredness.

> For the most part the unit leaders are concerned for their own units.
>
> Unit leaders tend to fight for their units--they don't see the school as a whole.

Principals were aware of the importance of togetherness and were sensitive to the strains which budgeting, staff changes, and unit-centeredness produced. Comments which revealed that awareness included, "It's developing," and "It's improving."

Other members rated the togetherness of their IICs as considerable, the mean being 4. Important supportive points follow:

1. Continuity of membership.

   We have continuity which is important.

2. Member compatibility.

   We don't always agree, but we do work well together.

   Some are unit-centered and don't share problems. They brag about their pluses.

The most common factor mitigating against togetherness was differences in teaching philosophies.

> The units have different philosophies of teaching so that is where differences of opinion occur.
>
> I rate it lower because of the IIC's composition--ideas, attitudes and philosophies are different.

The main factors which other members thought to be important, therefore, included continuity and compatibility in personality and teaching philosophy.

> It works well now. Members are compatible. There's sharing of ideas and continuity.

Comments were made in some schools that "insufficient time together" and "the size of our IIC" work against togetherness.

The researchers rated the IICs lower on "togetherness" than did the staffs of the individual schools. The mean score was 3.7, slightly less than "considerable." Their summation was based on observations made during IIC meetings and in the building, and on discussions with staff. The term, "togetherness," had its unique meaning and connotations for all who rated it. The researchers were also aware that togetherness is shown by improved communication, economical decision making and sound interpersonal relations.

"Togetherness" is one aspect of IIC dynamics to which all members are somewhat sensitive. It is affected by matters outside the control of members, e.g., budget cutbacks, staffing changes and fluctuating enrollments. Nevertheless, there are personalistic variables to which attention can be paid, e.g., compatibility, philosophy of teaching, and unit leadership.

Benefits derived and "togetherness" were found to be two closely related constructs. Two of the benefits reported by members were improved communication and better decision making--both indicators of togetherness. Members believed that greater benefits would be derived if interpersonal behaviors--another indicator of "togetherness"--improved.

Group cohesiveness of most IICs was high despite the influences of some extraorganizational variables which may have a depressing influence. Cohesiveness could be improved if the IGE multiunit school model were fully implemented, and personalistic variables were taken cognizance of through in-service education. One principal suggested in-service programs on participative decision making. Compatibility with the IIC should be a criterion for the selection of unit leaders. Definite training procedures in human relations skills should be implemented.

### Group Norms

Group norms are either formal, in that they are written and have a regulatory effect, or informal, because they arise from personal interaction over time. Questions were asked to determine the group norms of the IICs.

Two questions were asked in order to determine whether particular group norms were implemented, or had arisen for the effective functioning of the IICs. The first question which was directed toward identifying formal norms was: "Are your IIC meetings run according to specified procedures?" Discretionary prompts used were agenda building and meeting procedure.

Responses from all members and the researchers' observations agreed that IIC meetings for the most part were held regularly at a set time of the day. An agenda, compiled by the principal was either provided beforehand, read, or written on a chalkboard at the outset of meetings. Participants were given the opportunity at each meeting, either at the beginning or after completion of the established agenda, to bring items forward.

Comments about meeting procedures varied from "formalish" to "fairly free." No evidence of formal meeting procedures was observed or elicited.

Another question which sought to establish whether informal norms facilitative of the IICs' functions had emerged asked: "Are there unwritten rules which influence the patterns of behavior in the IIC meetings?" Prompts which were used included consensus decision making, and ensuring full participation.

Most respondents found the question difficult to discuss. Principals, however, referred to two aspects of the decision-making process.

1. Consensus.

   Consensus is sought, but if not possible, then the matter is dropped. Voting is out.

   Consensus. But if there are problems then the item is returned to the units.

2. Participation by all members.

   Ensuring full participation is important to me.

   I go around each member to make sure each can have his or her say.

Other members were aware of three unwritten rules only:

1. Full participation of members.

   The principal expects us all to be the devil's advocate on problems.

2. Full discussion of items.

   Things are hashed right out. If a matter isn't resolved, then it's studied more with further input from units.

3. Concern for the feelings of other members.

   There's a holding back, a lack of frankness, so as not to hurt feelings.

In addition to the unwritten rules referred to above, the researchers observed two others:

1. Finish on time.

   In most schools the commitments to other matters made it important that IIC meetings finished on time.

2. All present before commencing.

   Most principals did not commence the meeting until all members or their proxies were present.

Group norms proved not to be an important variable. IIC members did not feel that they were bound by strong written or unwritten rules of meeting operation and this feeling was verified by the researchers who observed that most IIC meetings were informal rather than business-like occasions. IICs met regularly, deriving their structure and direction from the agenda. Minutes were taken and distributed on an organized basis in most schools, although some principals expected the members to take their own notes of the proceedings. The main informal norms showed a concern for decision making by consensus, the participation of all members, and a thorough discussion of some items.

## Communication

The group dynamics variable of communication was investigated using Leavitt's (1964) four dimensions--content of communication, noise, communication network, and direction of communication.

Content of Communication. Content of communication was investigated by framing questions to focus on the unique functions of the IIC. Meetings, agendas, and minutes were analyzed to verify the respondents' perceptions. A full discussion of this variable appeared earlier in this chapter under the heading, "Functions of the IIC."

The remaining three dimensions were investigated by observing one IIC meeting in each school. Such limited contact must of necessity restrict the extent to which generalizations can be made.

Noise. Noise can be described as inattention, misunderstanding of words, repetition of information, restatement of points and arguments, and personal needs satisfaction using such tactics as story telling, credit seeking, and "blustering."

Several categories of this dimension were observed. Inattention was more obvious in large than small IICs, especially if the seating configuration was around a long table. Sporadic, peripheral conversations were also observed. Some members divided their attention between the agenda items and other tasks, such as knitting or stitchery, correction of students' work, and lesson planning. Misunderstanding of words sometimes occurred when unit leaders had different interpretations of the decisions made. One unit leader remarked, "We often don't know what the decision is." Satisfaction of personal needs took several observable forms, some of which were commented upon by other members. In some instances, members' attempts to become unofficial leaders also were observed. Others remarked upon this activity as follows:

> Confident talkers become informal leaders.
>
> The squeaky wheel gets the most grease here.
>
> There are several who attempt to be surrogate leaders. They want to call the shots. But they haven't succeeded yet.

Communication Network. Communication network is the structure within the group which sets limits on its performance. Observations were made according to five predetermined network charts (Appendix E). These were leader predominated--one-way communication; expert predominated--one-way communication; noninvolved members--two-way communication proceeds among other members; interaction with leader--two-way communication; and total interaction--two-way communication between and among all IIC members. Communication network is a variable of interest as it relates both to principal leader behavior and unit leader representation behavior.

Direction of Communication. Direction of communication is important in the shared decision-making process which has the concomitant of two-way directionality of communication within the IIC. Leavitt (1964, p. 145) states, "One-way communication is not likely to be communication at all; it is more likely to be talk." Two-way communication has the connotation of discourse between and among IIC members. For the principal, the IIC's activities may not be orderly and businesslike so she/he must share the blame if decisions made are not clearly conveyed. "Two-way communication has the advantages of greater accuracy and greater feelings of certainty for the receiver, but it involves some psychological risks to the defenses of the sender" (Leavitt, 1964, p. 152).

Since these dimensions are closely related, the discussion which follows encompasses both. The predominant network patterns found were interaction with the leader, total interaction between and among all members, and leader dominated. The last pattern was used when announcements, calendar items, and correspondence were being presented. The first two network patterns are predicated upon two-way communication and almost all discussions requiring a decision were a combination of both.

The pattern, interaction between members and leader, was often used by principals to ensure the participation of each member; to obtain responses to issues which she/he had already partly or fully resolved; and to have members "vote," either formally or informally.

The total interaction network mode predominated when issues of a complex nature were under consideration. On several occasions, the efficiency of the IICs deteriorated when they used this mode. Some of the dilemmas of the leader engaging in the participative decision-making process became apparent--to terminate discussion, sum up, and possibly miss valuable member input; to give firm direction to the discussion and risk the label of autocrat; or to remain a low-key contributor, taking few initiatives to enable resolution to occur expeditiously and efficiently. The following teacher comments pointed to these dilemmas:

> Everybody has a say but there's a lack of ability to make a decision when everything has been said.
>
> Sometimes decisions are made without enough discussion.
>
> I wish he'd give us more direction at times--let us know what he's thinking.

As pointed out in the discussion on group norms, most IIC meetings were more informal than formal. The agendas gave the meetings structure, and were followed in a businesslike fashion. Even so, there were occasions when the researchers found it difficult to decide whether a decision was made, and if so, what it actually was. In many IICs, decisions were not recorded in full or checked to ensure that they would be clearly conveyed. On one particular occasion the researcher observed a discussion, noted his perceptions of its content, and heard it reported to a unit meeting. The principal was subsequently asked, "How would you have expected that matter to be reported?" His reply indicated his expectation of something markedly different from that which had happened. In some instances, items of a minor nature were not relayed by unit leaders during the subsequent unit meeting at which the IIC meeting was discussed. It is possible that these minor items had already been relayed informally, or were to be reported at a future unit meeting.

It was concluded that IIC meetings were generally informal, but businesslike and purposeful because agendas were provided. The decision-making processes observed used the total interaction style of communication network, especially when issues were complex. In larger IICs, however, a number of members did not participate. The total interaction mode was observed to be inefficient on occasions when appropriately timed intervention by leaders, either to guide the discussion or bring it to a close, did not occur. Sometimes the actual decision made was not clear, and at other times the content was inaccurately communicated because the decision was neither stated nor recorded concisely. Indeed, a small minority of teachers claimed not to learn of some IIC decisions.

### Task Structure

The dimension of task structure has several implications for leadership. The degree to which tasks are structured by the principal, as the agenda builder, is an indication of the influence the leader may wish to have over the way the group handles particular tasks or the outcomes. The principal, then, has a measure of protection because risks can be taken with some of the shared decisions for which she/he has considerable responsibility for implementing. By structuring tasks, the principal can strike a balance between staff involvement, on the one hand, and the leader's responsibility, on the other.

To investigate this dimension, responses were sought concerning the complexity of tasks dealt with by the IIC. Interviewees responded on the basis of "whatever the question means to you" when asked: "How complex are the tasks with which your IIC tends to grapple?" The researchers also observed IIC meetings for evidence of task structure.

Principals generally felt the IIC grappled with complex tasks as they arose. Some felt that tasks were "fairly straightforward," needing only "basic sound reasoning." These tasks emerged from three areas:

1. Systemwide matters.

   > We have grown to the point where we can deal with complex matters. Much depends upon what happens systemwide. Self assessment and objectives are complex issues we have handled.

2. Personnel.

   > Some issues are fairly complex. Like the pupil/teacher ratio, where to use teachers and aides. To satisfy the units really.

3. Curriculum.

   > When curriculum is discussed this is complex. But most of the time it's simple . . . .

One principal summarized the attitude which prevailed among his colleagues:

> We must be prepared to tackle whatever comes up. I reserve the right to influence a matter, and they know my position on many matters.

Principals did not, however, comment upon how complex matters were treated, whereas other members did. A weakness in the interview protocol or interviewing technique, therefore, is that a question, "How do you deal with complex matters?" should have been asked.

Other members of the IICs were in broad agreement that, except for objectives, issues dealt with in the IIC were not complex.

> Not very complex except for objectives.

The reasons given for this were:

1. Tasks are structured.

   > Our principal does his homework on the tough issues. Most of our work is simple.
   >
   > Committees do the homework on difficult issues so it's straightforward really.
   >
   > We don't go into details of complex issues. We recognize them and work on them with the units and as individuals; then look at them again.

2. School routines are settled.

   > At the beginning there were more [complex tasks]. The program was new. Now we are settled.
   >
   > The school is settled. There's a routine, so our tasks are average in difficulty.

The researchers sought evidence of task structure while observing IIC meetings. Two examples were recorded. One was a contentious issue related to discipline. A small ad hoc committee reviewed the matter and brought forward recommendations which were accepted by the IIC after a brief discussion. In this matter the researchers believe an influential unit leader structured the task. The second example concerned deployment of the additional staff to be allocated the school for the ensuing year. This matter had potential for a complete reorganization of the school. After brief discussion, during which several broad alternatives were listed, the matter was referred back to the units so that, according to the principal, "horse-trading behind the scenes will bring forward a proposition we can live with."

Informal discussions in the schools revealed that several principals sometimes sounded out unit leaders and other influential staff members on major or controversial agenda issues. This strategy could ensure that an issue is presented in a form, and with the support, to guarantee a shared decision to accord with the principal's wishes. The principal may genuinely seek input to assist in the assembling of information about an issue. In either case, the task is being structured.

Task structuring is carried out to a lesser degree by unit leaders who, as reported earlier, can have a strong influence on decisions in the IIC if they have prepared, and can present, their arguments well.

Regarding task structure it is concluded that principals were in substantial agreement that the IICs grappled with complex tasks, especially as they concerned systemwide matters, personnel and curriculum. Other members of staff generally agreed that issues discussed in the IIC were not complex because school routines were settled and potentially complex tasks were structured by the principal or committees to facilitate the making of shared decisions about them. The researchers observed examples of task structuring in the IIC and were told of strategies used by principals to structure tasks about which the IICs were to make decisions.

The principal's structuring of tasks, therefore, is a very important strategy. It expedites matters, releasing IIC time for other issues--especially if an ad hoc committee deals with the problem. It enables the principal as the person in control of most of the information about an issue to be a major influence on the actual decision making. It also allows the principal to seem to encourage participative decision making in important matters, and to share decision making on major issues, confident that "one has the numbers."

## Group Style

The four organizational means variables, centralization, formalization, stratification, and complexity (Hage and Aiken, 1970) as defined in Chapter I were used to classify the group style of the IICs. A dynamic IIC was one which was considered to be high in complexity, and low in centralization, formalization and stratification. A static IIC was one which was low in complexity, and high in centralization, formalization and stratification. Questions to enable these variables to be investigated were based upon the Principal Leader Behavior instrument (Gramenz, 1974).

The group style of each IIC was evaluated for its dynamics by school according to the responses given to questions asked about each of the organizational means variables. The dynamics of each IIC were also evaluated subjectively by the researchers who observed such group behaviors as interpersonal response and respect; sentiments shown of friendliness and supportiveness; techniques used to maintain discussion and involve all members; how the group worked together; and the decision-making processes utilized. All IICs were dynamic in these terms, but some, by comparison, were somewhat less dynamic. The strong residual impression was that large IICs were less dynamic, with less member interaction and contribution, and more covert formality. Compatibility among members in the interests of cohesiveness was of noticeable importance in the smaller groups with mildly deferential behavior towards some individuals to maintain cohesion being observed.

In the section which follows responses about each organizational means variable, centralization, formalization, stratification and complexity are summarized across schools.

Centralization. The question on the structural variable, centralization, ascertained the extent of participation by IIC members in decision making. Interviewees were asked: "Does the principal include the IIC members when decisions are made?"

Most principals agreed that IIC members were not always included in decision making. Their comments ranged from: "Yes! Yes, all the time," to "Not all decisions--but when I can." Evaluation of personnel was one responsibility that was not shared.

> Some things I retain. I mean to include them [the IIC] in the IPM [Instructional Programming Model], but not in personnel matters. I don't include unit leaders in evaluation.

Some principals commented about their personal difficulties in sharing decisions with the IIC:

> My dilemma is shared decision making and shared responsibility. Should I override the IIC? I haven't yet, but I've come close to it.
>
> Yes, mostly. It's a tough change for me, deciding which to share.
>
> Most of the time, but there are some issues I share just with the unit leaders.

The responses of other members ranged from, "Sometimes!" to, "Strongly--almost to a fault." A strand of opinion noted in all schools was that some decisions were definitely thought to be the principal's prerogative. Typical staff comments were:

> The buck stops with him, but he listens.
>
> Usually, but certain decisions must be made by the principal, who is democratic and uses good judgment.
>
> Mostly--there are times when he must make a quick decision and there are times when he bites his tongue and allows us to make the decision.
>
> Almost always with unit autonomy being strong. Anything he thinks we should be in, we are in.
>
> He considers our opinions. I think he has a good idea of what he wants--uses us as a sounding board. He respects the IIC.
>
> We are very lucky to have him--he lets us express ideas and outvote him. If he leaves, I'm leaving!
>
> He's more inclined to go along with the whole faculty. Perhaps this is our [IIC's] fault because we haven't communicated properly. He comes to us first, though.

Members of all IICs were in broad agreement that the principal includes them when most decisions are made, and that some decisions are for the principal alone to make. In their discussions and answers to questions, many members believed their principal retained too many matters for final decision. A teacher summed up the situation as simply, "Generally, but not always."

Formalization. The second structural variable investigated was formalization, for which the following question was framed to explore the range of variation allowed in job performance: "Is the IIC controlled by rules of operation?" Such prompts as the following were used: explicit rules, going through proper channels, and being chided if rules were broken. Information was sought about restraints which might be imposed either from outside or inside the IIC. Although it was apparent that subtle limitations did constrain individual or group performance, the restraints were not judged to be pervasive or strong except in one school which was somewhat less than dynamic.

Principals mentioned three major external constraints:

1. State guidelines.

> . . . we go our own way but must stay within state regulations.

2. District office policies.

> There must be central office constraints which I am blind to.

3. Teacher association activity.

> The contract and the association do have an effect.

The principals spoke of internal constraints in personalistic terms:

1. Principal's leader behavior.

> Insofar as I want a certain decision.

2. Members' reluctance to make decisions.

> Yes I do! Most members [of the IIC] have not assumed as much decision-making power as they should. So I prod them.

The one additional external constraint perceived by other staff members was, "keeping parents happy." Internal constraints perceived by them included the following:

1. The agenda.

> . . . definitely the principal's agenda; everything through him.
>
> The principal's agenda items must be covered.

2. Interpersonal relations.

> There's a great effort to respect the feelings of others.
>
> Perhaps it's tact, but a lot of people aren't truthful or open. They say things to please.

In summary, there was general agreement that certain extra-organizational sources, such as the state and district, teacher associations, and parents, had some mildly restraining effects upon the operational freedom of the IICs. Internal constraints included the principals' control of the agenda and some members' reluctance to be frank. One IIC member raised the issue of sexism as a constraint stating, "There's this man-woman thing. Men work better with men. Our principal can talk easier with men, but he's efficient and just."

Stratification. The next structural variable investigated used the interpretation by Walter (1973, p. 42) that "status and rewards are more often provided in terms of special favors such as appointment to committees, or first use of new equipment." The question asked: "Are some members of the IIC given more influence than others, or have more confidence placed in them?" Responses were sought for both "from outside the IIC," and "from within the IIC." The discretionary prompts used by the researcher were: sought out for advice, have the rules bent for them, chosen as members of other committees, and sought out by parents or others.

Overall, similar terms were used by respondents to comment upon the variable stratification. There was, however, more likelihood of members being accorded influence or confidence from within the IIC. A variety of words and phrases was used to indicate the bases upon which respondents believed stratification might develop: knowledge, experience, expertise, ability, a good background, confidence, flexibility in their use of time, long-standing team membership, and the ability to be cooperative, articulate and diplomatic.

Principals generally denied giving influence to or placing greater confidence in some members, except, perhaps, to a slight degree. Some verbatim responses included:

> Because of numbers and structure I seek those who are more flexible in their time.
>
> They may think so, but I think not.
>
> The rules aren't bent for anybody--all are treated as equal as possible. Sometimes the unit leaders are given confidential information.

Other members responded similarly:

> No, everyone is equal. Some talk more.
>
> To a degree, some might have influence given--it's personal relationships.
>
> No! Working together enables us to sense how to work things out.

Personal qualities, experience, knowledge and credibility gained from the length of time served are the basic criteria upon which stratification will occur, as was shown when the individual responses were analyzed.

Complexity. The fourth question was designed to investigate complexity. With regard to complexity, the multiunit school not only encourages and enables teachers to develop occupational specialties, but uses these, and the specialties of outsiders, to assist the IICs and the units to resolve issues and solve problems as they use the shared decision-making mode. Complexity, therefore, was investigated in terms of the use of experts from both inside and outside the IIC to assist with decision making. The question asked was: "Is expertise called upon either from outside or inside the IIC to assist with the making of decisions?" Prompts used were: consultants, parents, central office personnel.

Responses overall to the question were an unequivocal, "Yes." In one or two cases additional outsiders were thought to be desirable to assist the IIC. Outside experts called upon included: state and district level curriculum consultants and IGE facilitators, special program experts, curriculum directors and others from district offices, college resource persons, teacher association representatives, intermediate school district personnel, principals from other schools, and experts in such fields as safety and health. The use of parents to help make decisions on any issue was never mentioned.

The principals' viewpoints on the use of the expertise within the IIC was summed up by one of them, "If there's an appropriate talent I call upon it or seek a particular input." The summation of other members was, "Yes, many talents are used." Two exceptions to this positive response should be noted. One teacher remarked that the principal did not always call upon the IIC members--"It's more likely that someone else is called upon." Although this was a positive response, the principal did not expect IIC members to carry the burden all of the time. Another teacher commented in the negative: "Not really, hidden talents aren't used." The basic conclusion was drawn, however, that expertise and talent were called upon when needed from outside the school, within the IIC, and within the school.

With respect to group style some differentiation was possible because five of the schools were not assessed as low on one or more of the relevant variables. Each was not low on stratification, while in addition, one was not low on centralization, and another was not low on formalization. The general finding, however, was that the schools in the study overall were dynamic. Their centralization was low, with the one reservation that more decisions should be shared by the principals; formalization was low because the constraints, mainly from the outside, which impinged on the IICs' operation did so lightly; stratification which was not low in many schools, was not critical because it evolved dynamically from within the school, rather than being imposed from outside; and complexity was high.

## The Principal's Leadership of the IIC

To investigate and describe each principal's leadership behavior, interview and observation protocols were derived from Gramenz' (1974) Principal Leader Behavior Description instrument which was based upon House's (1973) three perceived leader behavior scales--instrumental, supportive, and participative leadership.

Respondents were asked to discuss and rate each leadership dimension. A Likert-type response card was used for ratings:

1., "never"; 2., "seldom"; 3., "occasionally"; 4., "often"; and 5., "always." In addition, each respondent was asked to select the behavioral dimension which most typified their principal's leadership. Three perspectives were thus gained on this behavior--one's own, those of IIC members, and those of the researchers who both formed judgments through observations, interviews, and informal discussions.

## Instrumental Leadership

Instrumental leadership is that behavior which defines roles and relationships, stresses rules and regulations, schedules work to be done, stresses standards of performance, and explains why tasks should be done. The question formulated to rate this dimension of leader behavior was: "Does the principal let the IIC members know precisely what is expected of them with regard to such matters as work schedules, rules to be followed and standards of performance?"

It can be seen in Table 3.4 that principals believed they performed this dimension of leadership behavior somewhat less than "often." Their individual responses were at or below the ratings given to them both by the other members and the researchers. Principals were reluctant to elaborate on their self-ratings, but some made the following comments:

> I say it--but I'm not too sure how I communicate it.
>
> I do some of it but I'd prefer them [IIC] to set up the standards. They realized that too much time was being taken up with minor problems, so we set up committees to solve these and others that were taking our time.
>
> The handbook of school policy is sufficient--most of this came out of the IIC.

Table 3.4

PERCEPTIONS OF PRINCIPALS' INSTRUMENTAL LEADERSHIP OF THE IICS, BY SCHOOL

| Perceptions of instrumental behavior | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 3 | 4 | 3 | 3 | 5 | 3 | 4 | 4 | 3.6 |
| Other members* | 4 | 4 | 4 | 4.5 | 4.7 | 2.8 | 4.5 | 4.4 | 4.1 |
| Researchers* | 4 | 4 | 4 | 5 | 5 | 3 | 4 | 5 | 4.2 |

*Scores are means of responses .

Table 3.4 shows that the IIC members thought that their principals were often instrumental in their leadership behavior. Their responses ranged from a blunt, "No!" to a positive, "Always." There was little reluctance to elaborate on their ratings, the comments falling under two main headings:

1. Decisiveness in leader behavior.

   > He states what he believes the program is all about.
   >
   > The principal is a remarkable man. . . . He usually does . . . He listens . . . You can disagree. He comes up with a fair statement.

2. Indecisiveness in leader behavior.

   > There are times when I'm not sure what I'm supposed to do.
   >
   > I rated him down a little because he doesn't come straight out but clears things up as they develop.

The researchers' ratings, as shown in Table 3.4, generally paralleled those of the other members. The researchers' observations, overview using the interview protocols, and informal discussions led them to believe that all the principals tended to display this behavior. In another context, one principal remarked, "That's the way I want it to be, and that's the way it will be." This overstated the researchers' views. Although the remark implied an aggressiveness towards leadership which was not exemplified in the schools, it does illustrate an attitude which the researchers believed constituted the hidden agenda for much of the leadership behavior examined.

In conclusion, most principals saw instrumental leadership behavior as bearing a negative connotation, and, in the prevailing climate of shared decision making, were not sure of the manner or extent to which they should use it. Other members perceived instrumental leader behavior as positive, and on some occasions necessary. From the researchers' vantage point, instrumental leader behavior was displayed in a balanced manner in most of the schools.

### Supportive Leadership

Supportive leadership is exemplified in behaviors which build interpersonal relationships, make it pleasant to be a member of the group, help others in overcoming problems, and facilitate change. To obtain ratings and responses the following question was asked: "Is the principal supportive in that she/he is friendly, does helpful things, and puts suggestions into operation?"

Table 3.5 shows congruence between principals, other staff members, and the researchers on the rating of principals on supportive

Table 3.5

PERCEPTIONS OF PRINCIPALS' SUPPORTIVE LEADERSHIP OF THE IICS, BY SCHOOL

| Perceptions of supportive behavior | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 4 | 5 | 2 | 4 | 4 | 5 | 4 | 5 | 4.1 |
| Other members* | 4.9 | 4.7 | 3.8 | 4.2 | 3.9 | 3.5 | 4.5 | 4 | 4.2 |
| Researchers* | 4 | 5 | 3 | 4 | 4 | 4.5 | 5 | 4 | 4.1 |

*Scores are means of responses.

leadership. On an individual school basis, however, there were some discrepancies between the perceptions of principals and those of other staff members.

Principals also recognized the importance of this dimension but reflected on the many demands made from within the school, by the district, and by other professional involvements as impeding their commitment to it.

> Yes. I'm supportive but my busy schedule prevents me from doing more.

Staff members believed firmly in the importance of the supportive leadership dimension. They were very sensitive to the unavailability, or inaccessibility of some principals.

1. Support is important for teacher job satisfaction.

   Definitely. He would be the best I've worked for--fair, open, bends over backwards to help.

> There are so many things I rely on him for. It's a different relationship because I must coordinate with outside buildings.
>
> He'll bat; he'll bend backwards.
>
> At times very well. When he's in back of something, he's really there!

2. Availability is necessary for supportiveness to be maximized.

> Supportiveness has fallen off due to other involvements.
>
> . . . is involved in too many things--spread too thinly, so is not in the classrooms enough.
>
> Yes, but without carrying it through because there's lack of time and support in other places.

Many IIC members were conscious of the complexity of the principal's role. One teacher's statement summarizes a number of similar sentiments:

> . . . it's a complex job. . . . often called from the building for meetings and central office requirements, so energies are dissipated. There's a budget-mindedness abroad, too. The district office has a skeleton staff so principals have tasks and responsibilities beyond the schools. I must give my principal a lower rating but that's not the real person.

Both researchers were aware of the importance given to supportiveness of principals throughout the schools. Observations made included remarks in the IIC meetings; frequent visits to and comments made in the staff lounges, "Hey ___, I heard some really good vibes about your presentation at ____"; the friendly, encouraging pat on the back; informal visits to the units in session; and willingness to take part in and encourage staff social occasions.

Two remarks made to the researcher by principals during informal discussions gave different twists to this leadership dimension. One was positive, "I like to feel that people can get things done on their own, knowing I'm there to help." The other was negative, "I'm not given to passing the time of day, giving support. I'm reserved."

It was concluded that the supportive dimension of leadership behavior was one of paramount importance to teacher job satisfaction and the effective functioning of a school. Principals and staff members recognized it and almost all were concerned about the additional role responsibilities which were precluding principals from fulfilling this dimension to the greater satisfaction of all.

### Participative Leadership

Participative leadership is demonstrated by behaviors which include working directly with others, listening to what subordinates say, asking for suggestions, and involving others in making decisions. The question which examined this dimension of leader behavior was: "Does the principal consult with members of the group and use their input before acting on a problem?"

Data in Table 3.6 show reasonable congruence between the perceptions of principals, IIC members, and the researchers across all schools and within schools on their ratings of participative leadership behavior which occurred somewhat more than "often."

In other responses, principals spoke of their participative behavior as being guided by two factors:

1. The issue.

> It depends upon the nature of the problem.
>
> We put the particular issue on the table and make a cooperative decision.

Table 3.6

PERCEPTIONS OF PRINCIPALS' PARTICIPATIVE LEADERSHIP OF THE IICS, BY SCHOOL

| Perceptions of participative behavior | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 5 | 4 | 4 | 5 | 4 | 4 | 5 | 4 | 4.4 |
| Other members* | 4.1 | 4.6 | 3.5 | 4.2 | 3.5 | 4.3 | 4.5 | 4.2 | 4.1 |
| Researchers* | 4 | 4 | 4 | 4 | 4 | 4 | 5 | 4 | 4.1 |

* Scores are means of responses.

2. The personnel with whom they consult.

> Yes--mainly with those affected.
>
> I sometimes go to particular people whose judgment I respect.
>
> There are some issues I share just with the unit leaders.

Other IIC members agreed that principals often consulted before acting on a problem. Responses, although diverse, fell into two main categories:

1. Consultation for shared decision making occurs with selected issues.

> If it affects the team, yes.
>
> Yes, for the most appropriate problems.

2. Consultation occurs to assist the principal make the final decision.

> He'll have his own ideas, but gets input to a fault.

> He's not going off half-cocked. He figures things out so there's no need to back-track. He stirs things up with us but keeps a level head.
>
> . . . uses us as a listening post.

The researchers' ratings for this dimension resulted from observations made at IIC meetings, formal interviews, and discussions with teachers and informal discussions with the principals. The researchers' ratings were congruent with the principals' ratings of themselves except in two schools.

Participative leadership was concluded to be a very important aspect of leader behavior to almost all of those concerned. Overall, it was rated as taking place slightly more than "often." Principals revealed that not all problems were shared with their IICs and that not all IIC members were consulted on every problem shared. A further conclusion, therefore, was that informal shared decision making took place in some schools. Other members were aware that consultation took place on selected problems and that consultation sometimes meant giving advice, rather than participating fully in decision making about a problem.

## Predominant Leader Behavior Styles

The researcher was interested in ascertaining the perceptions of IIC members concerning which leader behavior best typified their principal. The question framed to achieve this purpose was: "Of the leadership styles--instrumental, supportive, and participative--which one best typifies your principal's leader behavior?"

When introducing the leadership segment of the interview protocol, the researcher emphasized that the dimensions of leadership to be discussed connotated positive aspects of the behavior. After the ratings had been recorded, respondents were asked to choose the style which most typified their IIC's leadership. The majority found this a difficult task, making their choice after considerable thought and seeking further clarification from the researcher. Some would not choose among the three alternatives. Table 3.7 shows that most principals chose the participative style to best typify their leadership; most IIC members thought their principals were best characterized by supportiveness; there was absolute congruence between principal and IIC members in one school only and a tendency toward congruence in three others;

Table 3.7

LEADER BEHAVIOR PERCEIVED TO BEST TYPIFY PRINCIPALS, BY SCHOOL

| Behavior which best typifies principal | School | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H |
| Principal | P | P | P | P | S | S | P | S |
| Other members* | S | S | P | S/P | I | S/P | S | S/I |
| Researchers** | P | S | I | I | I | S | P | I |

I: instrumental, S: supportive, P: participative

*Average of members' responses.
**Consensus.

the researchers, after a relatively short acquaintance with the school and its IIC, through discussions, and observations typified four of the principals as instrumental, three as participative and one as supportive. Those principals who were considered by the researchers to exhibit instrumental behavior were assertive in stating desired decision outcomes. This was revealed both in the IIC meetings and in discussions held by the researchers with other staff members. With regard to the remaining four principals whose leadership style was considered not to be typically instrumental, the margin between the behavior chosen and instrumentalism was slight, indeed.

## Decision Making in IGE Schools

Meaningful, mutual participation in the school's decision-making process is a basic distinguishing characteristic of the multiunit IGE elementary school (Lipham and Fruth, 1976). It is believed that teachers who share in making decisions which affect them will be better satisfied with both the manner and the results of decision making than if decisions were made unilaterally.

First, members of the IIC were asked to describe how decisions were made in the Committee. Then they discussed and rated their satisfaction with how decisions are made, and the actual decisions made. Next, responses and ratings were sought concerning their perceived influence upon IIC decisions. Finally, they gave opinions and ratings concerning the possible ineffectiveness of shared decision making. Likert-type response cards were used to obtain the ratings.

In addition, interviewees were asked to rate the same questions with regard to decision making in the I & R units. Teachers interviewed in the units by the co-researcher were asked to rate decision making in their schools' IICs. The researchers exchanged the relevant information from each level.

## Decision-Making Processes

In response to the question, "How would you describe the manner in which most decisions are made in the IIC?" principals gave explanations which were markedly similar. Agenda items were brought forward and discussed to bring out possible alternative solutions and differences of opinion. Compromises were then made--"there's give and take"--and resolution by consensus was sought. If it were apparent that a decision would be difficult to reach, then the item was either tabled for further consideration; referred back to the units for additional input; deferred either while individuals obtained more information or a small ad hoc committee considered it; or decided unilaterally by the principal. Formal voting was usually avoided.

Other members gave similar descriptions of the decision-making process to those of the principals. Such terms and phrases as democratic, consensus, decision by exhaustion, give and take, refer back, and compromise, were used commonly by interviewees.

Idiosyncratic behaviors of leaders in the decision-making process were of interest. Some were described as follows:

> He puts his opinion first.
>
> He throws out feelers well before the meeting.

> He may take contentious issues to the faculty if we can't agree.
>
> He calls on each member to state a viewpoint; then he sums up.
>
> He asks the influential members of the IIC to state their views first.
>
> If it looks as though consensus won't be possible, he appoints a committee.
>
> He doesn't take a formal vote, but takes a voice vote which is close to it.
>
> He takes notice of who is saying what before making his stand clear.
>
> He sometimes allows himself to be outvoted.

The process of decision making, either in full or in part, was described by respondents as follows:

> The principal talks to the teachers sometimes so that it can be said they have a say; but sometimes they think they don't get a say.
>
> The opinions of the staff are sought by the unit leaders and the principal.
>
> I'm not sure how influential the IIC is.
>
> About one-half of the decisions are by consensus, and the other half are made by the principal.
>
> There's consensus, everyone has a say. The principal summarizes. Sometimes he reserves the right to decide--but I've also seen him back down.
>
> We are all invited to give our input, but there are some who are vocal and some who are not. The principal weighs what is said. Sometimes he agrees; sometimes he doesn't. If there's no decision the matter is tabled and deferred, or returned to the units for more consideration. Sometimes the principal gets input, then makes the decision himself.
>
> It depends upon the problem as to how it's handled and how the decision is made.
>
> Problem, discussion, resolution by consensus.

> The issue is raised; he puts his opinion; others speak and usually his will prevails.
>
> Usually by majority. The principal calls each member to state how they feel. If it looks close, the principal will appoint a committee to look into it further for a better compromise.
>
> Everyone is asked to give a view, then if it's close he goes with the majority but tries to compromise and takes notice of who is voting.
>
> The problem is raised, consensus is sought--never formal vote. Sometimes the unit leaders take a matter back for further consideration.
>
> . . . it's presented, our reactions are brought forward and discussed; we are felt out. We often take things back to our team. Then the matter is decided by majority decision. It's a voice vote and we go his way generally. A "pleasing him" notion, sometimes. I'd like to see us more open--perhaps it's his personality; it [the meeting] could be a little more informal.

Although opportunities were limited for observing decision-making processes, and contentious items for decision were very few, the researchers' general overview of the process was as follows:

1. The agenda item was brought forward and either introduced by the principal, or immediate discussion invited.
2. Discussion ensued, alternatives were raised, with the principal ensuring that all members had a chance to speak, and that she/he too had stated a viewpoint. Members sought clarification from each other as the discussion proceeded.
3. There was no obvious summarizing so that members knew what the alternatives under consideration were. The process of refinement, of "give and take" was catalyzed by member interaction.

4. At a moment judged appropriate by the principal, she/he asked, "Well, are we all agreed that . . .?" A further clarifying point might be raised, but generally consensus by silence was achieved. Alternatively, the principal prefaced a statement of the decision reached with, "It seems that this is the way we go. . . .," and looked to each member for a word or gesture which enabled him/her to make a decision.

    At any point in the discussion, or in the final decision-making process the principal might decide to refer the item either back to the units for discussion; to a small committee for recommendation; or decide, "I'd better take another look at this one."

Statements by two principals described the essence of the decision-making process.

> Opinions are expressed. If there are differences, these are discussed thoroughly. Sometimes the item is left on the table, or unit teachers are consulted. Consensus is sought. On rare occasions I decide.
>
> . . . there's give and take; then they turn to me for a signal. Frequently, items are referred back to the units to get a better grip on the problem.

The conclusion reached was that the principals had a very strong influence upon the process of decision making because they build the agenda; generally have access to and control of the information needed to enable the decision to be reached; control the discussion; can interpose opinions more readily and with greater acceptance than most members; decide when the decision point is reached; formulate the decision; and decide whether the issue has been resolved, is to be deferred pending further input, is to be referred elsewhere for recommendation, or withdrawn for a unilateral decision to be made.

### Satisfaction with Decision Making

Having described the decision-making process, respondents were then asked: "How would you rate your overall satisfaction with how decisions are made by the IIC?" A Likert-type response was used for the ratings: 1., "not at all"; 2., "very little"; 3., "some"; 4., "considerable"; and 5., "extensive."

As the data in Table 3.8 reveals, principals had a mean response level of 4.5 and were considerably more satisfied with how decisions were made in the IIC, than were other IIC members and teachers whose mean response levels were 3.7 and 3.6, respectively. Other members

Table 3.8

PERCEIVED SATISFACTION WITH HOW IIC DECISIONS ARE MADE,
BY SCHOOL

| Satisfaction with how decisions are made | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 5 | 5 | 4 | 4 | 4 | 4 | 5 | 5 | 4.5 |
| Other members* | 4.3 | 4 | 3.7 | 3 | 4 | 3.5 | 3.7 | 3.8 | 3.7 |
| Teachers* | 3.4 | 4 | ** | 3 | 4 | 3.6 | 3.5 | 3.6 | 3.6 |

*Scores are the means of responses.
**Insufficient responses.

tended to be more satisfied than did classroom teachers. Principals gave two main reasons for their high level of satisfaction:

1. Acceptability of decisions in enhanced.

   Compromise is possible, even though strong personalities are at work.

2. Minimizing criticism is possible.

   I protect my flanks by the process.

The level of satisfaction of other members was somewhat less than "considerable." Two main reasons were given:

1. The decision-making process used was at fault.

   There's not enough consideration given to the other side.

   Yes and no! Influentials aren't always right. And that includes me!

   There's a lack of ability to make a clear decision after everything has been said.

   Sometimes decisions are made without consultation and reason.

2. The decision-making process is impeded by personalistic variables.

   Personalities are involved. Some don't feel free enough to take a risk. It's a matter of trust.

   There's too much just "going along."

   Some don't speak out, or they vote so that feelings aren't hurt.

The mean level of teachers' responses was 3.6, somewhat less than "considerable." Responses were often contradictory within a given school. In some instances, this was believed by the researcher to reflect the quality of the units' leadership. The following contradictory statements were made by teachers in the same school:

> We are told about decisions but never give input.
>
> We can have input about our particular concerns.

It was evident that while some teachers were unaware of their IIC's procedures--"I don't know how they do it"--there were others who approved of the IIC but believed it could perform its function better. Four major concerns were expressed:

1. Influentials distort the decision-making process.

   The more dominant members get their opinions heard, and their way. I'm uncomfortable with that.

   I think some people are more influential; they talk best.

   Sometimes one unit gets a better deal than others.

2. Teachers do not have enough influence on the decision-making process.

   Teachers really don't have enough say. There should be more staff meetings.

   I feel my opinion doesn't carry much weight.

   We don't get a real chance to discuss agenda items before the IIC meetings.

3. Decision making in the IIC should be more efficient.

   I feel the IIC gets involved in things they don't have to. There's too much discussion.

   More could be done. They could meet longer.

4. Not enough decision making is carried out.

   I'm not overly impressed with it. It's for giving information rather than policy making. The IIC is not used in the way it should be.

The foregoing led to the conclusion that principals approved of the manner of decision making for two main reasons--decisions became widely accepted, and shared blame could be invoked if they were not.

Other IIC members and teachers believed that the decision-making process would be improved if influentials could be curbed, if teachers had greater input, and if the IIC were efficient and concerned with making potent decisions. Other IIC members expressed concern at the "directive" element in the decision-making process--"more openness would help." Contradictory statements by teachers within some schools emphasized the variations with which some unit leaders fulfilled their leadership tasks. Other teachers who complained that some matters "should be dealt with by the whole staff" may resent the IIC, viewing it as a communication barrier between them and the principal.

The next question related to satisfaction with the IIC's decisions: "How would you rate your overall satisfaction with the decisions made in the IIC?" Ratings were given according to the following scale: 1., "not at all"; 2., "very little"; 3., "some"; 4., "considerable"; and 5., "extensive." Again, interviewees were asked to discuss their ratings.

The overall conclusion drawn from Table 3.9 was that principals (mean response level 4.5) were more satisfied than other members (mean response level 4) with the IICs' decisions, and that other members were more satisfied than teachers (mean response level 3.6).

Principals rated their overall satisfaction with decisions of the IIC as somewhat more than "considerable." Their comments were essentially an expression of confidence in the decisions made by the IICs:

> There have been few decisions that I have been concerned about.

Table 3.9

PERCEIVED SATISFACTION WITH ACTUAL IIC DECISIONS, BY SCHOOL

| Satisfaction with actual decisions | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 5 | 4 | 5 | 4 | 4 | 5 | 5 | 4 | 4.5 |
| Other members* | 4.3 | 4.3 | 4.3 | 4.3 | 3.3 | 4 | 4 | 3.8 | 4 |
| Teachers* | 3.1 | 4.4 | ** | 3.2 | 3.8 | 3.7 | 3.5 | 3.6 | 3.6 |

*Scores are means of responses.
**Insufficient responses.

> There are times when I feel that I am in the minority, and I can live with it. I voice my minority opinion.
>
> Most decisions usually work and this keeps everybody satisfied.

Other members expressed "considerable" satisfaction with the decisions made by the IIC. Two main reasons were given:

1. Members participated fully in making decisions.

   > The IIC functions very well. Everyone expresses a view.
   >
   > I don't always agree. But everyone has a voice.

2. Decisions made were effective.

   > Decisions made are really thought through, and that makes them acceptable.
   >
   > The decisions usually work--keep everybody happy.

Not all members of the IIC were well satisfied with the decisions made. They gave personalistic reasons for their attitudes:

> I have reservations. The principal is partial to certain groups or units. He greases the squeaky wheel.

> Because of human relations we don't always bring things out into the open.

The general attitude of some teachers regarding this question was one of resignation--"We have to accept them," or, "We are all invited to attend the IIC, so if we are dissatisfied then we are at fault for not turning up to say our piece." They were satisfied with decisions somewhat less than "often," but made no comments other than reiterating that it was always possible to have matters resubmitted to the IIC.

In general, therefore, the staffs across the schools were "often" satisfied with the decisions made by the IICs. A reservation expressed by a small minority was that the principal's leadership strength enabled decisions partial to some units to be made. Another more pervasive reservation was that the best decisions weren't always made because some members were reluctant to discuss issues openly.

Decision satisfaction was investigated further when all respondents were asked a third question which probed perceived influence upon decisions: "How much influence do you feel you have upon IIC decisions?" Their verbal reactions were recorded and ratings sought using the following response set: 1., "none at all"; 2., "very little"; 3., "some"; 4., "considerable"; and 5., "extensive."

Examination of Table 3.10 reveals that across all schools the principals, with a mean level of 4, perceived themselves to have "considerable" influence on IIC decisions. Other members had a mean level response of 3.3 which indicated a perception of more than average

Table 3.10

PERCEIVED INFLUENCE ON IIC DECISIONS, BY SCHOOL

| Influence on decisions | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 4 | 5 | 4 | 4 | 3 | 4 | 4 | 4 | 4 |
| Other members* | 4.8 | 3.2 | 2 | 3.2 | 2.5 | 3.2 | 4 | 3.7 | 3.3 |
| Teachers* | 3.3 | 3 | ** | 2.2 | 2.6 | 2.2 | 2.5 | 2.9 | 2.7 |

*Scores are means of responses.
**Insufficient responses.

influence. Teachers, with a mean level of 2.7, considered themselves to have less than average influence on IIC decisions.

Principals indicated they considered their influence as necessary, and that they generally intervened in the decision-making process in a well prepared and deliberate manner.

> I do my homework. I can orchestrate them into going where I feel we should end up.
>
> Probably too much. Self evaluation is important to me, so I try to be conscious of this and guard against it.
>
> Mostly "considerable"--depends on the issue. If it involves the whole school I try to convince them. Trust is a very important word.

Remarks made by many other members included: "About as much as anyone else," or "We all have equal influence." Most of those whose comments were explanatory perceived the main influence on the IIC's decisions as a member's ability to talk or present a reasoned case.

Such remarks as, "If I feel strongly I can argue," and, "I have a vote and it depends on how much I talk," typified this attitude. Other pertinent statements were:

> On matters that count, or concern me or my unit directly, I can be very influential.
>
> I speak up; some don't. Some members aren't regular. Experience counts also. Unit leader training is important, too. It gives confidence.

Teachers perceived themselves as having very little influence on IIC decisions. They rated their influence as between "some" and "very little"--"It's a long distance influence; I'm not involved." The focal point of most teachers' administrative interest was the unit, and, of those who commented on their influence on the IIC, most said they relied on the unit leader to influence the IIC.

> I have some influence through the unit leader. Most of the time I agree with her.
>
> I don't have a lot to do with it. The unit leader does it all.
>
> Influence is possible if the unit presents its case logically. We have the chance to do it.
>
> Anyone can have whatever influence they want. The agenda is out, the meeting is open, the unit leader is strong.

One teacher summarized the influence that most staff perceived that they had on IIC decisions: "The principal gets his way. He's strong and strict, but fair and efficient." Another quality a unit leader was perceived to need in order to influence the IIC on the unit's behalf was the confidence, based on experience, to speak up about issues of concern to the unit.

The final question asked with regard to decision satisfaction concerned the effectiveness of shared decision making. It was: "Are there occasions when you feel that shared decision making becomes ineffective in the IIC?" In responding, interviewees gave ratings as follows: 1., "never"; 2., "seldom"; 3., "occasionally"; 4., "often"; and 5., "always."

The data in Table 3.11 show that the principals had a mean response level of 2.1, "seldom," for perceived ineffectiveness of shared decision making. They built agendas, and some viewed this as the key to the effectiveness of shared decision making, reporting their endeavor to deflect items that should not take the time of the IIC:

Table 3.11

PERCEIVED INEFFECTIVENESS OF SHARED DECISION MAKING, BY SCHOOL

| Ineffectiveness of shared decision making | School | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | A | B | C | D | E | F | G | H | Mean |
| Principal | 2 | 2 | ** | 2 | 2 | 3 | 2 | 2 | 2.1 |
| Other members* | 3 | 1.7 | ** | 3 | 3 | 3 | 2 | 2 | 2.5 |
| Teachers* | 2.6 | 1.5 | ** | 2.9 | 2 | 2.8 | 2.2 | 2.6 | 2.4 |

*Scores are means of responses.
**Insufficient responses.

> I turn back matters which should be decided elsewhere--to the units, or curriculum committees.

The dilemma of how and what to share was frequently discussed. It was well exemplified by the two following statements:

> When there's too much controversy, or when I feel better equipped, I should make the decision.
>
> Shared decision making can be ineffective, but it hasn't been here. Compared to the alternative, I'm sold on it.

Across the schools, other IIC members, with a mean response level of 2.5, saw shared decision making as tending to become ineffective "occasionally." The most common reason given was the principal's failure to take a stand.

> There are times when a firm decision must be made by the leader.
>
> Discipline problems should be decided by the principal to avoid problems and keep things consistent.
>
> He backs off too much when he should take a stand and give us direction.
>
> Sometimes there are too many words and not enough decisions. Maybe it's the hour of the day.

The teachers had a mean response of 2.4. They believed that shared decision making was somewhat ineffective, giving three reasons for their perceptions:

1. Diplomacy was chosen rather than pursuit of better decisions.

   > Feelings are diversified at times so that agreement is reached for the sake of diplomacy.

2. Group size was related to effective decision making.

   > The bigger the group the more complex the task of shared decision making. It takes too long to get an idea around the table.

3. Shared decision making required purposeful discussion.

   > Seems like they discuss things for months and get no decision.

> There are times when the IIC discusses things and no solution comes out of it.

Apparently, the ineffectiveness of shared decision making was not perceived to be a problem. Whatever ineffectiveness did exist, however, could be decreased through positive leadership by the principal who senses when to take control of discussions, and knows what and how to share with IIC members. Agendas comprising items directly related to the functions of the IIC, must also be distributed sufficiently ahead of meeting times to enable unit input and unit leader preparation. Small IICs and openness in discussion will increase effectiveness.

The general conclusion reached with regard to shared decision making in the IICs was that there was broad satisfaction with the manner, the results, and the effectiveness of the shared decision-making process. Concerning the manner in which participative decisions are made, idiosyncratic leader behaviors were noted, many of which were strategies to ensure that the leader's preferred decision was reached. Some principals were documented as being either "directive" or "lacking assertiveness," and being "willing to be outvoted." Decision by consensus was the predominant decision-making mode. Principals had a very strong influence on decision making. Concern was expressed by members of some IICs that the actual decision-making process was not well carried out and was in some instances impeded by personalistic variables. Teachers, some of whom were ill-informed about the functions and processes of the IIC, did not perceive themselves as influencing IIC decisions. A few teachers expressed concern that some IIC members had more influence than others, and that in some instances the IICs should be more efficient, producing potent decisions.

In the matter of satisfaction with the decisions made in the IIC principals expressed satisfaction because "most decisions usually work." Other IIC members were "often" satisfied because they perceived themselves as participating in making effective decisions. Reservations were expressed, however, in personalistic terms--the occasional undue influence of the principal, and tendency of some members not to speak out in meetings.

Regarding influence on decision making, principals believed that, for them, their influence was necessary; other IIC members reported that they could influence decisions if they felt strongly about issues; and teachers perceived themselves as somewhat less than influential, relying, in general, on their unit leaders to represent them.

Ineffectiveness of shared decision making was perceived not to be a serious issue. It was thought to occur on occasions, however, and could be avoided if: the principal knows with confidence what matters should be shared, and how this should be done; the principal is not prematurely assertive but timely when seeking consensus; agendas are circulated in time for appropriate discussion and input; all IIC members address contentious issues with frankness; and the IIC does not have too many members.

## The Multiunit Structure and Decision Making

In Chapter I the seven components of the IGE system of schooling were described. The two key components of IGE are "instructional programming for the individual student and the organizational-administrative arrangements that make it possible"(Klausmeier, 1977). Termed the multiunit school, these organizational-administrative arrangements include shared decision making by administrative and instructional personnel, and face-to-face communication among decision-making groups in the school and the district. The IIC is the administrative arrangement which facilitates the shared decision making and open communication within the school. Its functions, processes and relationships in this regard were the focus of this study.

Each of the eight schools investigated began implementing IGE at least five years ago. They were, therefore, considered to be in the refinement phase of the five-phase implementation model explained in Chapter I, and the staff was expected to be able to provide insights into those organizational variables which either helped or hindered the work of the IIC.

### Organizational Variables Within the School Influencing the IIC

The first question, asked in two parts, concentrated on organizational variables within the school: "What is it about the school which helps your IIC to work, and what is it about your school which hinders the operation of your IIC?"

Because both principals and other members of the IIC answered the questions in similar terms no distinction is made between the responses of these personnel in presenting findings.

Despite some comments by teachers which demonstrated either misgivings about, or deficiencies in their knowledge of IGE--"I'm still not sure what IGE stands for"; and, "I'm not sure IGE was ever in this school"--the IIC concept overall was viewed favorably:

> The IIC concept is important.
>
> The IIC leadership team is a good idea. I don't know why I didn't think of something similar when I was principal of a regular school.
>
> More minds are brought to bear on particular problems--both in the IIC and in the units.
>
> It's the teaming aspect that makes it great.

Agendas and Minutes of IICs. Agendas and records of meetings were the first of the IICs' operational procedures to draw strong comment. Most schools lacked consistency in the provision of agendas or records of these meetings. As noted in the section on satisfaction with decision making, unit leaders and teachers commented positively on the importance of meeting agendas being available. However, these personnel deplored the delay and unavailability of agendas in some schools which often precluded staff input to items of concern. Their dissatisfaction with this situation was ameliorated somewhat in most IICs where deferral of items pending initial or further unit discussion sometimes occurred. The time delay and the resulting inefficiency in decision making because of this strategy as a regular procedure was but one of the criticisms. One unit leader's comment summarized the anxiety expressed about agendas:

> Agendas should be necessary. We would know what is going on beforehand and get our unit's input. Sometimes meetings are too long. A good agenda would give us a meeting plan, and we could get away sooner.

With regard to minutes of IIC meetings, practices for their dissemination varied, but several schools used exemplary procedures. One school made available to all teachers an updated summary of all the important decisions taken by the IIC. The policy document of two schools was almost completely the accumulated efforts and revisions of successive IIC meetings. Other schools provided comprehensive summary statements of each IIC meeting. Some schools circulated a skeletal outline of the IIC's proceedings, and one relied upon the IIC members to take their own minutes. Laxity by some principals who did not always ensure that their IICs made decisions and that these decisions were recorded and communicated was compounded when attention to agendas occasionally lapsed. This led to such comments from a minority of staff as:

> I don't know about the IIC's decisions.
>
> I'm not aware of which decisions come out of the IIC.
>
> The IIC doesn't make any decisions.
>
> Often we don't know what the decision is.
>
> The principal makes most of the decisions.

Time, Length, Frequency, and Regularity of IIC Meetings. The next elements of the IICs' operational procedures which were debated related to time, length, frequency, and regularity of IIC meetings. These elements were frequently related to released time which is discussed later in this section. Regarding the time of meetings, unit leaders commented that meetings held after students had been dismissed for the day hindered the operation of the IIC. Members were tired and frequently had commitments which caused them to "just go along with decisions" rather than stimulate discussion which might lead to better decisions but would prolong the meeting. Length of meetings was reported by unit leaders to hinder IIC operation, especially if the agenda were poorly prepared, and the content was mainly announcements with "most stuff being covered just for the sake of having a meeting." Regularity of meetings also was considered necessary.

> Regularity of discussions forces people to discuss problems they might otherwise avoid.
>
> Regularity of meetings would help--especially when there's released time and no pressure to get back to the class.

The frequency with which IIC meetings should be held was discussed informally with the researcher in some schools. Unless unusual circumstances prevail, IIC meetings should be held at least weekly. Effectiveness of communication can be linked directly to frequency of meetings because frequency increases the opportunity for unit leaders to perform their representation function. The resulting increase in the two-way flow of communication between the IIC and the units, and between teacher and teacher, should give teachers a positive view of their involvement in, influence on, and satisfaction with the shared decision-making processes of the IIC.

Timing of IIC Meetings. The actual timing of IIC meetings vis à vis unit meetings is important. Adequate time must be available for the units to have effective discussion of agenda items of which, ideally, they have been notified in advance. It was also important that unit meetings take place soon after an IIC meeting so that all staff members were promptly informed of decisions. In either circumstance, availability of both agenda and IIC minutes was an important factor. In those schools where scheduled unit meetings took place at least twice per week, improved and effective communication patterns were facilitated. The same can be said for those schools where the teachers of units were prepared to hold unscheduled meetings to discuss important issues. The difficulties faced by unit leaders in representing unit views and concerns to the IIC and in relaying IIC decisions and information back to the units can be gauged by examining Table 3.12. In School C, the IIC meets weekly, but the units meet biweekly, making the unit leaders' communication tasks very difficult. The IIC in School A meets weekly on Fridays, with the units meeting immediately afterward. Unless special unit meetings are called earlier in the week their unit teacher input to agenda items could be limited. In School H the IIC meets on Wednesdays and the units meet on Mondays. Input to the IIC's agenda could be facilitated, but communication of the IIC's decisions and concerns could be delayed unless unit leaders create formal or informal opportunities for this to occur. Where such difficulties are compounded by lax procedures regarding agendas and minutes, the unit leaders' representation function was practically impossible. The principal's difficulty in arranging meeting schedules which enhanced communication patterns was also apparent because released time for specialists or other teachers was tightly timetabled.

Table 3.12

FREQUENCY AND DAYS OF IIC AND UNIT MEETINGS

| School | Frequency of IIC meetings | Day | Released time | Frequency of unit meetings | Day | Released time |
|---|---|---|---|---|---|---|
| A | Weekly | Fri. | Yes | Weekly | Fri.* | Yes |
| B | Weekly | Thurs. | No | Weekly | Tues., Wed., Fri.* (one day per unit) | No** |
| C | Weekly | Tues. | No. | Biweekly | Wed. | Yes |
| D | Weekly | Tues. | No. | Twice weekly | Varies by unit | No** |
| E | Monthly | Mon. | No | Daily | | No** |
| F | Weekly | Mon. | Yes | Weekly | Wed.* | Yes |
| G | Weekly | Wed. | No | Twice weekly | Varies by unit | No |
| H | Weekly | Wed. | No | Weekly | Mon.* | Yes** |

*and other unscheduled meetings as required.
**students with specialists, or other teachers.

_The IICs' Membership Criteria_. Membership on the IIC was a variable referred to as affecting the IIC's operational procedures. Some members believed that their IICs were too large. Their contention is supported both by the IGE literature and small group theory. In some schools, the specialist staff was represented on the IIC by members who took turns--generally on a monthly basis. This was criticized as neither giving adequate representation to these specialists, nor giving such members the chance to become adequate representatives.

In one school with a considerable number of specialist staff, the answer given to the researcher's question, "Which specialists does __________ represent on the IIC?" was, "Just herself, of course!" In many schools the specialist staff therefore were observed as being tenuously associated with the corporate professional life of the staff, and having scant knowledge of the overall school operation. In other schools vigorous and apparently successful efforts were made to incorporate specialist staff members into the total school. Contrary to the multiunit IGE model, two schools had specialist units, each with a unit leader whose administrative tasks were similar to regular unit leaders. The specialist teachers in some schools were attached to regular units and attended their meetings.

Continuity of membership of the IIC, not only during the current school year but also from year to year, was perceived as being helpful to the successful functioning of the IICs:

> We are settled; we accept what we are at.
>
> The relationship is smoother. It's freer now we are established together.
>
> Staff changes slow IGE down. Continuity in the IIC and in the units is very important.

One teacher, however, sounded a warning:

> Closeness can be bad. A committee can take things for granted. They are a little complacent here. It can make a big difference. Change and new ideas are necessary.

Released Time. Released time was another variable mentioned for its importance to the successful operation of an IIC. Released time manifested itself in three ways: as official policy for the school, being available to either both the unit leaders and the unit teachers, or to the unit leaders only; through the availability of specialist teachers who teach units for a block of time which frees unit teachers for meetings and planning; or through employment by the units of teacher aides who can supervise groups of students so that unit leaders can be released for meetings or individual teachers can be released for planning. The availability of the three alternatives listed above was diminishing in most schools due to budgetary pressures affecting school board policies.

> The unit leaders here are not concerned for extra pay--just released time to let us do a better job.
>
> If we had aides and released time I'd be more effective and contribute more.
>
> The units need more planning time. This would help the IIC be more effective and get into curricular matters.
>
> A full load for the unit leader is a hindrance. We should not be bound by central office to the same extent as traditional schools.
>
> Unit leaders here have no privileges--it is a privilege to do it. They get more information. The school is more efficient. It's a sought after position.
>
> The unit leader has been imposed upon--no released time, no additional pay, but many additional responsibilities.

The researchers can attest to the flexibility that released time, however achieved, and/or teacher aides gave to units. The researchers recognized the intense demands the teaching situation placed upon the respondents. This caused difficulties in having them released from their duty to be interviewed. Where released time was available, the researchers' requests were easily and courteously met. But where released time was not an established procedure, the researchers were acutely aware of the personal and organizational difficulties created by their requests for interviews, notwithstanding the fact that all requests were met with admirable courtesy and cooperation.

It was obvious that a wide range of intraorganizational variables impinged on the successful functioning of the IIC--either to help or hinder it. Many of the variables affecting the operational procedures of the IIC are controlled by the school itself--agendas, minutes, and time, length, frequency, regularity and timing of meetings. The membership criteria for the IIC which in many instances varied widely from those suggested by the prototypic model could be changed to ensure efficiency and effectiveness without compromising the schools' autonomy to make those adjustments to the model's prescriptions which were considered to be appropriate to the particular needs of the school. In this regard, size and manner of representation of specialist staff were important intraschool concerns. Continuity of membership can never be guaranteed, even if it were desirable, but awareness of the need to educate, socialize, and integrate new members of the IIC so that they quickly become confident contributors, is the first step in affixing the responsibility to ensure the need is met. The concept of released time is either under siege or has been eliminated in some schools. The forces which work against this are beyond the control of the school. Yet there are IGE schools which have never had released time, whose teachers agreed to implement the philosophy of IGE because they believed that its promise was far more attractive, even if limited in its implementation, than the alternative in which they were previously engaged.

Organizational Variables Outside the School Influencing the IIC.

The second question, in two parts, was intended to focus on those organizational variables outside the school which either helped or hindered the operation of the IIC. Respondents were asked: "Are there influences outside the school which help your IIC's operation, and, are there influences outside the school which hinder your IIC's operation?" Again, the responses of principals and other IIC members were similar.

The District Office Administration. The help or hindrance the district office was perceived to be to the schools was considered under several headings--general, general but related to the IGE model, and direct impingement on the schools.

Several schools reported the district office, in general, to be "helpful" and "in agreement with the model." Within the same schools, however, comments of a contradictory nature were sometimes made:

> The district office gives the school autonomy because it is IGE.
>
> The district office has a tight hold on things and so controls all schools tightly.

Other schools reported district office support as "non-existent," "nebulous," and "neutral." A sample of responses was:

> The district office is always suspicious. It penetrates, but we are autonomous. They don't interfere.
>
> There is lack of leadership at the district level.

> The district office is neutral. It's not really positive in support.
>
> There is no real district office support in the sense of additional finance.

The researchers' observation was that in small districts, district office interest and support were indeed personal and positive.

The District Office and IGE. The opinions expressed concerning the general attitude of the district offices toward IGE ranged from negative to positive:

> IGE was superimposed on schools in the district without explanation so that early on there wasn't any real understanding of the IGE plan. There's been a fairly continuous reorganization both at district and school levels since. In our school morale gets low with lots of change.
>
> The district took what suited it of the multiunit plan. It should have been more committed. Teachers don't get much in the way of assistance.
>
> This school opened as an IGE school with full district support.
>
> The IGE model has given district schools impetus and a firmer direction in which to go. The label IGE won't stick but the underlying philosophy will.

No matter what the staffs' perceived level of support by the district office, it was obvious that the activities of the district offices had a strong impact on most schools in numerous ways.

School objectives mandated by the district offices had both helpful and hindering consequences for the objectives of most schools as the following comments reveal:

> The district office affects the way our units can be organized because it requires the school's reports to be turned in on a grade level basis.

> The district office has contradictory philosophies. It requires that reading be taught on a non-graded basis, but social studies must be in grades.
>
> Our IPM had to be modified so as to fit with the continuous progress system implemented by the district.
>
> The district sets too many objectives for the school to achieve.
>
> Grade level reporting to the district suits me. There's less switching of kids, less movement. There's more continuity and structure, but I'm still individualizing.
>
> Objectives for a particular subject can be given full emphasis in one school to help other schools to adopt it--for example, DMP.
>
> We go our own way. The district office has approved our program, but we must follow state guidelines for time on various subjects.

One superintendent spoke of how readily the objectives of the IPM could be dovetailed at the district level through a Systemwide Program Committee. This was seen as meeting the school board's requirement for an MBO system. He emphasized that the systemwide goals could be a reflection through an SPC of the schools', units', teachers', and individual students' objectives within the framework of the IPM. His concluding remark was: "The philosophy of IGE and the MBO program are quite compatible."

Curriculum committees, or task forces, had been instituted by some district offices. The outcome of these committees was discerned as either helpful, or hindering--depending to some extent on whether or not the school was represented:

> Our district has curriculum committees which update objectives that are inappropriate. We feel better about these committees when our school is represented.

> There are a number of strong districtwide decision-making groups in curriculum which compete with the IIC for effectiveness in setting objectives.
>
> Task forces at district level can have a positive or negative effect on the IIC. They can be sources of good information, but when they begin to remove the right of schools to choose their own programs, then they are a hindrance.
>
> The IPM enables classroom programs to be monitored easily so that the board can be supplied with better information.
>
> District task force curriculum committees assess the status of various curricular programs and then recommend action within current resource allocations.

The hiring of new staff is an infrequent occurrence in most districts due to decreasing enrollments. In these instances schools may find themselves faced with the problem of integrating new members of staff compulsorily transferred by the district office and hostile to the educational environment of the school.

> There are teachers in the building from another school. They have not integrated and do not cooperate.

When new staff are hired, the district office is in a position to have strong influence over who is appointed. This may be total--"Hired after interview with superintendent"--but is more generally carried out in cooperation with the school concerned where the principal, usually with the assistance of the unit leader and sometimes with the input of the unit teachers, makes a recommendation. Relevant comments included:

> District personnel officers interview first and the teacher is given a district contract. Then, the school is given the chance to decide whether the teacher is suitable.
>
> The district office hires staff but they send replacements which are compatible to this school.

> The district office screens applicants for positions in the district, then provides a list to the school. I make a recommendation after interviewing the person and getting the opinions of the unit leader.

Systemwide Program Committees, with the exception of one school, were not being implemented according to the suggestions of the IGE model. In the one school, the principal described how information and ideas were shared, minimal objectives to be attained in the IGE schools were discussed and encouragement was given to each school to improve the implementation of the multiunit school structure. An SPC in another district was not exclusively for IGE principals and mainly discussed general concerns.

Regarding the SPC, the following statement by a superintendent summarizes what appears to be part of its unfulfilled potential:

> With accountability and management by objectives much to the fore the SPC could be vital--especially in a small district.

Curriculum directors or coordinators who were employed in several districts were generally spoken of with favor.

> The curriculum coordinator is very accessible, around a lot more. The teachers are more comfortable. He reviews new materials and makes them known to teachers. He also visits the units if asked.
>
> The curriculum director attends the SPC meetings, providing a very good personal link with the district office. She is also a frequent visitor to the school.

In one school the district's curriculum director was evaluated as offering "no support whatever."

Federally funded bilingual title programs administered by the district office were implemented in two of the schools investigated.

These programs required positive parental involvement and interest. In one school strong attempts were being made to make family ties the anchor points of the program.

The programs as administered, however, hindered the effective operation of the IIC and caused cleavage in the schools--"the funding separation works against getting the regular and bilingual classes together." In one school, the teacher aides were all associated with the title programs. Unfortunately, some jealousy, and even antagonism between staff, and competition between students had developed based mainly on the restrictions of the funding arrangements. It was also reflected in staff evaluations of student behavior. "There's competition between the monolingual and bilingual kids." A challenge for the principals was voiced by one bilingual teacher: "We need the principal's support to communicate with the other units."

One principal and teachers separately expressed the opinion that the multiunit model possessed the unfulfilled promise to bring about great cooperation among the units. The IIC was seen as taking the initiative in alleviating tensions and arranging intervisitation of teachers between monolingual and bilingual units to enhance cooperation and mutual understanding of each other's problems.

Released time was a contentious issue in some schools. In one school the teachers' association had reversed a school board decision to eliminate released time. In other schools which had released time, its reduction or elimination had been accepted, but other program compromises were also made.

> We had our planning time taken away and this tended to push us towards being more individual in our planning.

Within district reorganization causing attendance boundary changes occurred because of drastically falling student enrollments. It also occurred where population growth caused another school to be opened. The effects of reorganization were three-fold: a school is closed and its students and staff transferred to a nearby school; a smaller student population means that some staff are either cut, or transferred; or some staff are transferred with students into a new school. Whichever occurs caused a lack of continuity in the IGE program and organization.

Middle school relations with elementary schools was the challenge which respondents claimed district offices must meet to ensure better linkage and understanding between the two levels of schooling.

> There is always the question of continuous progress. I guess there ought to be more dovetailing of the middle school with IGE.

> IGE has contributed to a greater awareness at middle school level of the need to build on skills. There has been a break-through in reading, for example, in this district.

Three other matters related to the impact of the district office drew comment. First, staffs from several schools considered that district offices should be more involved in providing or arranging for in-service education which "was relevant and sought." Next, interest was expressed in continuity of staffing at the district office level because:

> Even when there's district office commitment to IGE there's often difficulty in maintaining this due to administrative changes there.

Finally, the principals' loyalties were the subject of frequent remarks:

> . . . ensures that decisions are made which accord with the district office attitudes. It happens mostly in the area of curriculum.
>
> The principal leans to district office policy when there's decisions to be made in the IIC.
>
> . . . is a company person.

## Teacher Associations and IGE

The impact of teacher associations on the IGE program differed noticeably across the schools. In some schools, the teacher association had been supportive in such matters as approving the creation of the unit leader position, ensuring that the contract contained provisions for the pay of unit leaders, and having the school board provide released time. In other schools the teacher association had made no attempt to be influential. In still other districts the association had opposed IGE from the outset, criticizing it as "alphabet soup which organizes teachers' work for them and cuts them out of decision making." In several schools it was stated, "Negotiation time brings tensions." Discussion also revealed that a contract with applicability to regular schools, could, if rigidly enforced, be most inhibiting to teachers' choices of involvement in an IGE school.

> The teacher association's negotiated contract does affect the school's IGE program.

Informal discussion in another school revealed underlying tensions the school board had created by announcing, as its response to procedures developing elsewhere in the nation, that bargaining would not be entered into with the teacher association. It was concluded that teacher associations in general exercised their power in a manner helpful to the operation of the IIC, but the potential for hindrance could become enormously greater in the near future. The manner of co-opting this force was hinted at by one superintendent who said, "They [the teachers' association] have been involved in our initial experience with IGE, its expansion, and the adoption of every other program."

## IGE Related Organizations

Such IGE related organizations as leagues, and HUBs, are operational in some of the areas visited. Their potential for helpful influence in the schools is undeniable, but with few exceptions their activity went unnoticed. One teacher remarked: "The HUB and SPC are ineffective. I wonder why they meet. They have no agenda that I'm aware of and I hear nothing of their activities." In another area it was learned that an IGE league of fourteen schools coordinated by a HUB was reasonably active in exchanging ideas and information. Another principal reported: "Why did the league wither, even though there was state support? Because the leader was over-committed, expansion did not take place, and the degree of commitment to IGE in some schools was very much in question. Rumors circulated that 'IGE is no good.' It was not given a fair start. At the moment there is strong support in the district for IGE where it is understood the best. Active opposition and negativism are no longer with us. We'll be trying to start another league soon." A teacher in another school commented, "The feeling about the HUB is negative. The representative from this school doesn't report back on meetings. We don't know how she became the representative. But there is the need for a HUB type of organization." Another school sent two representatives to the regular HUB meetings which were organized by a staff member of the intermediate agency office. These meetings were reported to be fruitful and positive by one of the representatives who said, "It's definitely worthwhile. I share and get ideas." The researcher's observation was that ideas are reported to other staff members either by word of mouth, or as footnotes to IIC minutes.

## Parent Organizations

Typically parent organizations were helpful. They concerned themselves with fund raising, social events for students and staff, arrangements for parent volunteer aides, general communication, family nights, and public relations. In one school, however, indications were that the parent teacher association became a hindrance and an embarrassment when it tried to interfere in curricular matters. Another school had an additional group, the Parent Advisory Board comprising eight parents, a teacher, and the principal. Considered to be very helpful, it met monthly to discuss curriculum and policy. One of its achievements had been to write a human growth and development program for the school. In the words of the principal, "The relationship is super."

## Teacher Education Institutions

Where a nearby teacher education institution took an active interest in IGE the concept flourished in the schools. The institution was the catalyst for the and impetus behind renewal. As noted earlier, first-year teachers who were hired were almost all former student teacher interns in the school that hired them. They were graduates of nearby teacher education institutions teaching IGE courses which were directly linked to certification. One principal summarized the importance of this outside helping influence thusly, "The university is a key aspect in refinement and renewal. It teaches specific IGE courses. It is our HUB. Renewal doesn't happen by itself; it must be fostered."

## Other Educational Agencies

Two other educational agencies were listed as being helpful influences on the IICs' operations. These were the state offices of public instruction and the intermediate service agency.

Several states were noted as being positive in their support but only one was commented upon at length because there the staff visited the schools to facilitate the exchange of ideas, and to offer support and consultation.

One intermediate service agency was discussed very favorably because of the services it provided, the relevant in-service activities it offered, and the active leadership one of its personnel gave to the HUB.

## Teacher Aides

In schools employing teacher aides the lament was often heard from these personnel that they are not organized in associations for bargaining purposes as teachers are. In one district, however, an aides' association existed and had already successfully negotiated a contract which provided, among other things, the same length of working day and year for aides as for teachers. Another matter of some note was that a community college in one district offered certification courses for teacher aides. It was therefore anticipated that with specific training and industrial organization, teacher aides would become an important influence on the functioning of IGE schools in the future.

## Summary

In summary, it was expected that a number of extraorganizational variables would emerge as important helpful or hindering influences on the operation of the IICs. Many of these variables are now the artifacts of history and are useful as object lessons only; others can be emulated or modified to improve current IGE practices and future IGE implementation procedures; and some must be accepted as realities born of the current social and economic climate.

The district office was found to be the single most important and pervasive influence on the schools because its decisions and operations especially affected the schools' objectives, curriculum, organization and staffing; and staff members' morale, security, capacity to plan effectively, and relationships with their principals.

Other important outside influences on the operation of the IICs were found to be teacher associations, IGE related organizations, parent organizations, teacher education institutions, and other educational agencies.

## Personal Variables Having Impact on the IIC

In terms of social systems theory personal, as well as organizational variables obviously influence behavior in the schools' IICs.

As the schools being studied had been implementing IGE for at least five years, it was anticipated that their experience would yield information to enable some of these personal variables to be identified. A question in two parts was framed to evoke responses concerning the information required: "Are there important personal factors which contribute to the operation of your IIC, and, are there important personal factors which hinder the operation of your IIC?" Similarities in responses were obtained from both principals and other staff members.

Leadership Behavior. The leadership behavior of principals drew the most frequent comment regarding personal factors contributing to or hindering the operation of the IIC. The helpful principal possessed "leadership skills," was "strong," "not afraid to delegate," and "very accessible." Staff statements included:

> The act of compromise is important.
>
> Being able to get staff to work together is important; to be able to utilize their strengths.
>
> The principal is a key person. He visits the units and takes over groups.

The aspects of principals' leader behavior which hindered the IICs' operations were rigidity, unavailability, and being too closely identified with the district office were reported by the staff as follows:

> Our principal is rigid. He sticks to the rules.
>
> The principal won't really debate decisions and isn't readily available for discussions.
>
> He gives the teachers free rein, and is helpful when assistance is sought. But he has an eye towards the district office.

The leader behavior of unit leaders was also recorded as having both positive and negative influences upon the IIC's decisions. Not only must the unit leader represent the unit, but she/he was expected to put forth well-reasoned arguments to support the unit's viewpoints. The unit leader's influence on the IIC was compromised if she/he was "unsuitable," "disinterested," did not represent the unit for whatever reason, and had low morale.

> The unit leader's task is an unpaid operation. I must order and distribute materials, and take responsibility for the unit's budget. I'm really "cheesed off" about the imposition.

Another more subtle problem for the unit leader was that she/he may become identified with the administration. In fact, the term quasi-administrator was used in several schools to describe the unit leader's functions. In one school, the school board has established a job description for the unit leaders; in another, the units were also represented on the IIC by teachers; in some schools, the principals shared confidential information with the unit leaders; and in others the researcher felt that some unofficial assistance in teacher evaluation was given to the principal--particularly if a teacher's performance was unsatisfactory. By contrast, one superintendent, when asked, was quite firm about his expectations of the unit leader's role:

> The unit leader has responsibilities in curriculum matters, but little administrative responsibility.

The responses to the questions further emphasized the critical importance to a school of skillful principal leader behavior. The unit leader's leadership function was accepted, but remained somewhat ambiguous, especially with regard to definition and extent of responsibilities.

The unit leader's role was important when the unit was being represented to the IIC. It was equivocal when the IIC was being represented to the units--particularly if the IIC was perceived as another arm of the principal's authority. Some unit leaders resented the additional workload imposed when time or financial compensation was not available to them.

Identification with IGE. Identification with IGE was a personal variable which drew emotional responses from many respondents. Responses were related to the IGE philosophy, training in IGE, and awareness and understanding of IGE. Three personal variables perceived as contributing to the operation of the IIC were;

1. Identifying with the IGE philosophy.

   No matter what happens in the future, here, or wherever I teach I will always be an IGE teacher--it's the philosophy that counts.

   Familiarity with the IGE philosophy. We used the jargon in jest at times--even had a song about IGE--but we are serious about it and constantly express the philosophy of IGE to children and parents.

2. Training and awareness in IGE.

   Understanding IGE is important. Taking time to re-educate new teachers on the job is difficult.

   Training and awareness in IGE is really important. It's something we seem to lose track of. In-service is lacking.

3. Implementing the model.

   The IGE model is helpful to teachers. There's freedom here. I'm treated as an adult.

   I enjoy being a unit leader. It makes me feel part of the school. The IGE model has given me this chance.

   The model is modified to suit our needs.

The personal variables which hindered the operation of the IIC were threefold:

1. Under- or over-identification with the IGE philosophy.

> The IGE philosophy is a hindrance when so many only pay lip-service to it.
>
> Overcommitment to IGE would be a hindrance. If we went by the book we couldn't handle IGE. We would have our backs to the wall all the year round.
>
> Full identification with IGE can be a strength and a weakness. It can hinder, if you like, because it makes great demands on teachers. Can it last? If free transfer was allowed from this school my guess is that considerable movement would take place. Even the dedicated teachers would last no more than three years.

2. Interpretation of the IGE philosophy.

> Some teachers think that IGE is for kids just to run around, but there's a lot more discipline and structure than is realized.
>
> The IGE philosophy can be interpreted differently and this can lead to conflicts between unit leaders, and jealousies and competition between units.
>
> Most people think IGE means things have to be "wide open."

3. Implementation of the IGE model.

> We tried to go by the book instead of doing the things we feel comfortable with and had problems.
>
> The IGE system can cause problems because units become entities in themselves and very independent. Unit leaders get to be very influential in the IIC and over teachers. The crevice between units is opening wider here.
>
> Some teachers are insecure--small groups, pupil movement, and all the recording of information.
>
> The three pods are sometimes discrete. Each one knows little of what the others do.

The philosophy of IGE was at the heart of the personal variable, identification with IGE. Depending upon its interpretation and implementation, the IGE philosophy can work for or against the operation of the IIC. From observations, discussions and field notes, the researcher concluded that identification with the IGE philosophy had a decidedly positive influence on the level of personal contribution to the operation of the IICs.

Personality Variables. The word "personalities," was used frequently by respondents with reference to individual variables which either contribute to or hinder the operations of the IICs. To contribute, members needed "compatible personalities," "open-mindedness," "willingness to modify ideas to benefit students and other teachers," and "respect for each other."

Personality characteristics which hindered the functioning of the IIC were disposition to "engage in conflict," "lack of openness--because of the human relationships involved," and "defensiveness caused through being placed in awkward positions by others."

One person only commented negatively about the importance of members' personalities in the operation of IICs. His response was:

> I don't think personalities are all that important. The real hindrance is lack of workshops and really sound in-service programs related to IGE.

Several additional personal variables received occasional mention. To enhance the operation of the IIC teachers were expected to have "educational values compatible with those of the other staff members and the community in which they teach," and they should have expertise, and a wide background in teaching--"the experienced traditional teacher who has really taken to IGE is the best there is."

The operation of the IIC is influenced detrimentally if "some people talk too much," if there is "competition and self-seekingness," and if there are teachers transferred into the school who are "resentful" both of their transfer and the philosophy of the school.

Personality, in its various manifestations, was found to be very important across the schools in helping or hindering the operation of the IICs. Compatibility, openness, mutual respect, flexibility, and the capacity for developing a "good close feeling with other faculty members" were characteristics mentioned most frequently.

## Major Findings Related to the IGE Components

The seven components comprising the system of IGE were described in Chapter I. These components include the multiunit organization, instructional programming for the individual student, evaluation for educational decision making, compatible curricular materials, home-school-community relations, facilitative environments, and continuing research and development. This section gives an overview of the major and other serendipitous findings related to IGE components.

Some findings concerned the total IGE model. For parents it was apparent that IGE was equated with two components--the multiunit structure (the I & R unit, in particular); and instructional programming for the individual student. In this regard, parents made the following remarks:

> The main concern of parents is no walls.
>
> I don't like IGE because the faster kids "get on" better.

> I'm a new resident and I was worried about my children attending an IGE school. But I thought I'd give it a try. I decided what I thought they should know in reading and math before the end of the year. I needn't have worried. They reached my standards well before the year was over. I'm very happy with this school.
>
> I like kids not being compared with one another. Social development is better, too.
>
> I'm not too sure whether I like the pod system, the open concept, and the individualizing so that children can go at their own rate.
>
> My kids get along really well, although I've got no way of comparing whether they would do better in a traditional school.

In general, teachers identified IGE with five components of the model--the multiunit organization, instructional programming for the individual student, evaluation for educational decision making, compatible curricular materials, and home-school-community relations. Apart from the wide range of remarks by teachers when variables were discussed earlier in this chapter, the following comments were noted about IGE in general:

> What I don't like about IGE is that it's built up into something it is not.
>
> IGE brings staff together. More staff and pupils are exposed together, and there's more effort to get parent involvement.
>
> The pitfalls in IGE are not the system itself but staff commitment, incompatibility among staff members, reorganization caused by falling enrollments and district office mandates. Staff unfamiliar with IGE have to be taught, and that takes time.
>
> IGE works better because more minds are brought to bear on particular problems.
>
> Students need structure and discipline. We group them not because of IGE, but for practical purposes. We limit what they can do, and those who finish before others get seat work to do.

> I'm still not sure what IGE stands for!
>
> The model is modified to suit our needs.
>
> We have some portable classrooms which put constraints on our IGE program.

Three specialist teachers commented about IGE as follows:

> The flexibility of the scheduling helps me, but then teachers can't always put their finger on the location of the child I want.
>
> Open teaching means that a naughty kid can be ignored, or sent to the IMC.
>
> I work in two schools--one is IGE and the other is traditional. The contrast is like day and night. They care about children here. There's concern for individuals and their progress. The structure of the school and the organization assists this.

A district superintendent made a number of favorable comments about the IGE system, including:

> Whatever is decided at administrative council level gets back to the teachers more efficiently.

### The Multiunit Organization

The organizational hierarchy of the multiunit school consists of interrelated groups at three levels of operation: the I & R unit at the classroom level, the IIC at the building level, and the SPC at the district level.

The Instruction and Research Unit. The functions, processes and relationships of decision making in the I & R units was the subject of the companion study. The representation behavior of the unit leader as the designated representative of the unit on the IIC, however, was investigated in the present study and was described earlier in this chapter. In general, the unit leaders' representation was found to be effective, especially as a personal two-way communication link between the units and the IIC.

The quasi-administrative functions of the unit leader came to the attention of the researcher in several schools. Administrative functions can result in estrangement from the unit. A principal's response summarizes the general situation:

> They [the unit leaders] come to me with problems about teachers. Their job is to evaluate unit programs, not personnel. They help to hire and evaluate the teacher aides, though. I might ask a unit leader how the unit is operating--especially if there are new teachers in it. I sometimes give them confidential information--for example when the reduction in numbers of teacher aides was being discussed at the district office. The unit leader position could be a stepping stone to a principalship. I'm sure it would be an experience considered favorably.

A unit leader's response to the question, "Why are teachers interested in being unit leaders?" was: "It's a good experience for those with aspirations toward the principalship. For some it's just a good opportunity to plan over-all for kids."

Another question asked informally concerned whether or not unit leaders mirrored the principal's leader behavior. Responses were elicited which, in summary, stated that the principal's leader behavior was studied because of unit leaders' interest in education and upward mobility. They learned from the principal's leadership but did not emulate it in their units. From limited observations, the researcher agreed with the unit leaders' appraisal of their own behavior in this regard.

In the schools where unit leaders received financial compensation and where their appointment and tenure were dependent to a large degree upon the principal, the possibility existed that the unit leaders' influence on the decision-making processes of the IIC was distorted. No evidence of this distortion, however, was observed. Instead, there was evidence of aggressive, independent leadership, and individualistic units. No evidence was found to support the suggestions by Packard (1976) that where unit leaders are appointed by the principal, units were upward looking and unit meetings were conducted around agendas prepared by the principal for IIC meetings.

The aggressive leadership and individualistic units led to the conclusion that in several schools there was a distinct tendency for units to become schools-within-the-school. From observations and interviews the following became apparent: some unit leaders, because they possessed strong and highly respected leadership skills, gained the total loyalty of their unit staffs; units within the same school differed substantially in their interpretation of the IGE philosophy--"there's competition between two of our units because there's either confusion about, or different interpretations of, the purposes of IGE"; procedures for hiring of replacement staff generally ensured that the incoming member had a personality and teaching philosophy compatible with those in the unit; numbers of teachers, and indeed unit leaders, confessed to knowing little about the other units in their schools; interunit competition was noted in some schools; units developed strong feelings of "familiness"; staggered lunch hours because of cafeteria arrangements meant that unit staffs spent most of their school time away from students with each other; and where released time was available it was taken on a unit basis, forcing unit teachers to plan with and relate to members of their own unit.

The Instructional Improvement Committee. Since the IIC was the focus of this study, the major findings regarding it will be reported in Chapter IV. Of the IIC's six functions, only one of them received substantial emphasis in the schools--coordinating the plans and activities of the school's units to achieve continuity in the educational programs. An example of an IIC's abdication of this responsibility, however, was observed. The units were so independent that their choice of curricular materials caused sequence of content difficulties between primary and intermediate levels. Although other functions were documented as receiving positive attention, an unlisted function, discussion, interpretation and implementation of district office policies, was found to take a considerable proportion of the IICs' time. As one teacher remarked:

> We do spend quite some time on districtwide policies and districtwide concerns.

It was apparent that district office policies suffused the decision-making processes of the IIC, modifying its effectiveness, and acting as constraints on its several functions. One unit leader, when asked which IIC function was affected most by district office policies, replied tersely, "On the educational objectives function. There's pressure from the district office. It's just a bunch of pedagese." Constraints were especially noticeable when the districts' budgetary considerations either reduced or eliminated released time and employment of teacher aides. An even more subtle effect of district office policies on the IICs' procedures was that most principals were perceived by staffs as leaning toward district office policies, of being "a company person."

It was also surprising that in only four of the eight IICs observed, were the minute-taking procedures formalized to the extent of someone being responsible for keeping a record.

In addition to the IIC meetings, most schools also held regular staff meetings, although with diminished frequency. It appeared that staff meetings were called when particular items of broad interest needed to be announced and perhaps discussed, in-service training activities were implemented, or the IIC required responses and input from the total staff to alternative decision options which were available on major items, such as school objectives.

The Systemwide Program Committee. An SPC structure resembling the requirements of the model was in place in only one district. There, it was operating in an effective, but limited, manner with regard to the functions as outlined in Chapter I. Concerning the operation of this SPC, the principal commented:

> There's a let-down after things are rolling with IGE. We need a closer knit organization to help in the achievement of goals. The SPC is a little too loose. Maybe the district office could be more helpful. Someone is needed to come in and help the principals to move forward.

No alternative central office structures responsible for SPC functions were noted. In one small district where all elementary schools were either implementing IGE or modified organizational-administrative arrangements and curriculum development modes similar to IGE, the compatibility of an SPC and the MBO plan required by the school board was recognized and the superintendent planned to establish an SPC.

## Instructional Programming for Individual Students

Implementation of this component of the IGE model was affected in several ways by district office policies. These effects were most noticeable when:

1. Planning time was eliminated.

   > Since our planning time was taken away there is less switching of students. There's more individual planning by teachers and less teaming. Multiaging is out.

2. Districtwide objectives predominated.

   > Our IPM has had to be modified to fit in with our system's continuous progress model.

3. District office curriculum or task force committees operated.

Curriculum committees were praised when they provided information, "remediated inappropriate objectives," and did not impinge upon the individual school's freedom of choice in curricular matters. Some of the decision-making prerogatives of the IICs were being usurped by these committees, and I & R units were having to accept decisions made outside the school about such matters as textbooks because districtwide uniformity was imposed. Where districts gave main topic outlines, allowing units to develop the details, this, however, was applauded. The hostility to some of the decisions made by districtwide curriculum committees was abated almost totally if the particular school had representatives on the committees.

> The Scope and Sequence Curriculum Committee ran into terrible trouble because it did not include teacher representatives.

In one school, a heated discussion was observed in the IIC which concerned the possible mandating of materials that did not fit with the school's IPM.

## Evaluation for Educational Decision Making

Observations, interviews, and content analysis of records provided very few insights into the extent that this component was being implemented. The IICs engaged in establishing educational objectives, but there was no indication that related criteria of attainment were decided on by the IICs. Nor was it evident that summative evaluation information was gathered by the IIC systematically across the units and across the series of instructional sequences so that decisions regarding students' attainment of the school's educational objectives could be made. The progress of atypical children was discussed by some IICs and strategies worked out for the continuing educational progress of the child and parental involvement in it. The IICs' general concern for these children was exemplified in the following decision made by one IIC while the researcher was present: "From now on all special program teachers will issue progress reports."

## Compatible Curricular Materials

This component of the model was essentially the concern of the I & R units--sometimes in conjunction with the school's curriculum committees. In one principal's words, "Neither I nor the IIC review and order instructional matters. The units handle this with the school's curriculum committees." The component is discussed in the companion study which focuses upon the I & R unit. Content analysis of records and observations made in the eight schools led to the conclusion that the selection of materials which are appropriate for each student to attain specified instructional objectives was largely a unit matter. Some discussion was observed in two IICs which debated the suitability of competing materials. In another school, the DMP math program was undergoing intensive implementation and appraisal as a prelude to its introduction into other schools of the district.

## Home-School-Community Relations

The general aims of a home-school-community relations program were detailed in Chapter I. Across the schools studied the successful implementation of this component ranged from fair--"Home-school-community relations are difficult because parents won't come out at night" or "There's not much parental involvement"--to excellent--"Parental support is unreal; the kids have a good feeling about the school." Some schools were located in districts having some doubts about IGE: "Parents sometimes have undue influence in the district which isn't pro-IGE, so we have to molly-coddle the concept along."

Parents' attempted influence on curricular matters was rebuffed in some schools: "The parent teacher association (PTA) can be a hindrance by insisting that the school incorporates certain programs within the curriculum." In another school, a parent advisory board (PAB) met monthly to consider school policy and curriculum: "The PAB is powerful here, but not to the extent that it interferes with the teachers. The principal is wise, sound, and not afraid to delegate."

Parental support in general was reported to be strong although there were exceptions:

> The parent body is supportive. We achieve this by word of mouth rather than barnstorming.
>
> The parents and the PTA are very cooperative with what we've been doing. We've not received any comments against IGE.
>
> The PTA is the official way of fund raising even though the teachers may do a lot of the organizing.
>
> There's dissension in the town over the new reading program.

Much of the impetus for home-school-community relations came from the unit level. One school reported that these relations suffered because "There's now less time for it because teacher aides are no longer employed." Part of the IIC's task in another school, however, was "orientation of parents to the IGE program."

In some schools particular programs encouraged parental interest. Parental evaluation of the program was invited in one school every year. Where feasible, responses were sought to the following questions:

> What do you like about the school?
> What don't you like about the school?
> What suggestions have you?

A federally funded community education program had its director based in one school. After-school programs for children and adults were sponsored. Several non-profit organizations used the school for their functions. Home-school-community relations were enhanced, especially since some staff members taught some programs, and direct parental interest in the school was stimulated.

In a school with a bilingual program its community board raised funds, organized Saturday activities for parents, arranged volunteers to assist with programs for bilingual children, had input to budget discussions related to the bilingual program, and approved proposals made for funding.

Considerable effort was made in all schools to enhance home-school-community relations but much of it was seen as being at a superficial level. One teacher made the following suggestion: "Training is needed in selling IGE to parents and getting their involvement if IGE is really to work."

## Facilitative Environments

The sixth IGE component, facilitative environments, stresses that schools should become increasingly self-renewing.

Of the several agencies in the extraorganizational facilitative environment which could maintain and strengthen IGE schools, teacher education institutions were the most significant--especially where these possessed the capacity and the interest to offer courses in IGE linked to certification requirements. The following statement summarized the strength of that conviction:

> The university is a key aspect in refining and renewing. It has specific IGE courses. It is the HUB.

In one state, the intermediate educational agency was helpful in setting goals, providing computer and media services, supporting the league and initiating relevant in-service programs. The state educational agency was supportive of some schools. One provided facilitators who visited periodically to bring new ideas and support. All schools were, of course, bound by the relevant state policies. Teacher organizations, in general, offered low profile support. Leagues and HUBs, except in two notable instances, were believed to be either ineffective or nonexistent.

The manner in which the schools operated was affected by decisions made elsewhere. In one school, a policy for integrating White staff was being implemented, leading one member of staff to comment:

> The integration pattern has been disruptive to continuity in our program.

## Continuing Research and Development

Continuing research and development, the seventh component of IGE, was observed and discussed in terms of implementing instructional programs for individual children; evaluating new materials either as replacement for or supplement to the current IPM; and discussing and appraising different approaches to an area of the curriculum as a prelude to a major change of emphasis, e.g., a handwriting course. Implementation evaluation, and modification of a curricular package, DMP, by one demonstration school was observed. It was expected that effective districtwide implementation could be better achieved in the knowledge that a resource for advice was near at hand.

Staff members also frequently referred to modifications to IGE which were made to meet their needs. Adjustments to the manner in which the model was implemented had been developed over the years in response to outside pressures--especially those generated by district offices in curriculum and such budget-related items as availability of teacher aides and released time.

## Relationship between Selected Variables

In this section the findings regarding relationships between the major variables are presented.

### Leadership and Decision Making

The principal's leader behavior of the IIC was related to decision making of the IIC. The leader behavior of the eight principals was rated according to House's (1973) three factors--instrumental, supportive and participative--and was exhibited by all of them at the mean level of "often." Decision making was measured according to respondents' satisfaction with decisions, how decisions were made, and the influence respondents had on the making of decisions.

Relationships between the three leader behavior factors and IIC members' perceived influence on decision making were found. IICs whose principals were instrumental leaders had less influence on the decision-making process than IICs whose principals were supportive. IIC members who believed themselves most influential on decision making had participative principals as leaders.

Members of the small IIC in one school summed up their principal's instrumental leader behavior as being exercised infrequently. The members' satisfaction with how decisions were made was noticeably less than the mean level for all schools. In another school, members of the large IIC perceived their principal's leader behavior as "often" instrumental. These members expressed some satisfaction only with the process of decision making. In the small IIC there was prolonged discussion of some items, flexibility in the duration of meetings, and "loose" decision-making procedures. In the second school, procedures were firm. IIC members' input to the decision-making process was limited by both the size of the IIC, and the fixed length of meetings. Instrumental leader behavior was therefore importantly related to the satisfaction of IIC members with the decision-making process.

## Group Dynamics and Decision Making

Of the several group dynamics variables investigated, those having important relationships with decision making were communication, task structure, and group style.

Communication and Decision Making. Two interrelated dimensions of the communication variable--communication network and direction of communication--were related to decision making. In one school, almost mirrored by another, the principal's leadership behavior was typified as participative because of the serious consideration the principal gave to IIC members' opinions on issues before a decision was formulated. IIC members perceived their satisfaction with the decisions made to be somewhat more than "considerable," and their influence on the decision-making process as approaching "extensive." The predominant decision-making mode was of the total interaction type. In two other schools, the principals' leader behavior was typified as instrumental. Members of the IICs perceived their satisfaction with decisions made to be slightly more than "some" and their influence on decisions as between "very little" and "some." The predominant communication network modes were of the leader dominated, or non-involved member type. Most decision making had the appearance of consensus, but many of the decisions were believed to result because IIC members generally knew the direction the principal wanted the decision to take. Where the predominant communication network was of the total interaction type and the direction of communication was two-way, then shared decision making was most likely to occur.

Task Structure and Decision Making. Task structure was strongly related to decision making. The person or committee which structured the IIC's tasks controlled most of the information and was therefore in a strong position to influence decision outcomes. Shared decision making under such circumstances was reduced to making choices among alternatives for which information was provided. The principal, as agenda builder, was in a strong position to ensure that those decisions which were shared (particularly those decisions for which the principal had considerable responsibility) had predetermined outcomes. A concomitant of this preparedness, was that the principal used a variety of strategies to control much of the shared decision-making process. In one school, where many of the principal's task-structured strategies were known, IIC members perceived their level of influence on decision making to be below the mean level for all schools. In another school, the principal expressly denied having predetermined the solutions to most IIC agenda issues. IIC members, however, believed that the principal had decision solutions in mind on most of the issues. In a contradictory vein, they also criticized the principal for behavior which supported the principal's position. These criticisms were that discussions were protracted and decision closure was not attempted by the principal soon enough. This IIC rated its level of influence on decision making as below the mean of the schools studied. When structured tasks were brought before the IIC, therefore, they were generally dealt with expeditiously in a shared decision mode which led members to perceive themselves as not being very influential on the decisions.

Group Style and Decision Making. The IICs were evaluated for their group style--whether they were dynamic or static--according to measures of Hage and Aiken's (1970) organizational variables of centralization, formalization, stratification, and complexity.

The group style of some IICs was found to be less dynamic than that of others. Group style was also related to decision making. Four schools suffice to examine this relationship.

One school had a dynamic IIC whose members perceived their influence on and satisfaction with decisions and how they are made to be "high." The IIC of another school was less than dynamic because the variable, stratification, was not evaluated as "low." Members of this IIC perceived their influence on decisions to be more than "some," and their satisfaction with decisions and how they are made to be "high." The IIC of still another school was also somewhat less than dynamic because the variables of formalization and stratification were judged not to be "low." Members perceived their influence on and satisfaction with decisions to be less than "considerable." Finally, another school was considered to have an IIC which was less than dynamic because neither of the centralization and stratification variables were evaluated as "low." Members perceived their influence on decisions made as between "very little" and "some." They were somewhat satisfied with actual decisions made and well satisfied with how decisions were made. The construct, group style, as conceptualized in this study was importantly related to IIC decision making. Further, it was more important for the variables of formalization and centralization to be rated "low" than the variable stratification, because stratification was not imposed but was mainly the result of dynamic interaction among members in the IIC.

Representation and Decision Making. The I & R unit leader is supposed to represent the unit in the decision-making processes which take place in the IIC. Three concerns were discovered as important if the unit leader were to represent the unit adequately: that the unit leader know the IIC agenda in advance and have unit items included on it; that the views of unit teachers be obtained on items of concern to them; and that the unit teacher be competent in preparing and arguing a presentation of those views. The unit leader also represented the IIC by communicating its decisions to the units. Personal conflict of unit leaders when performing this task was reported by both unit leaders and teachers, especially when unpalatable IIC decisions had to be communicated. Active agitation by units particularly affected by an issue often resulted in resubmission of it to the IIC. Misinterpretation and biased reporting of IIC decisions by unit leaders were concerns expressed on several occasions by all staff members.

Representation and decision making were importantly related. In the two-way communication process, involved unit leaders were more competent and comfortable in representing unit views to the IIC than they were in representing IIC decisions to their units.

## Intra-School Organizational Variables and Decision Making

A number of intra-school organizational variables directly affected the shared decision-making processes of the IICs. Availability of an agenda in advance of the meeting was the requirement most commonly reported by interviewees. Most IIC meetings were held at the end of the school day--a time considered by many not to be conducive to maximizing the involvement of members in shared decision making. The actual timing of unit meetings vis à vis IIC meetings was also noted as important if the representation function of unit leaders were to be performed adequately. Intra-school organizational variables, therefore, related directly to decision making in IGE schools.

## Extra-School Organizational Variables and Decision Making

Of the many extra-school organizational variables which affected the operational procedures of the IIC, the district office administration had the greatest impact. Teacher associations also had great potential for impact.

*District Office Administration and Decision Making*. The three district office activities found to influence the operation of IICs were policy statements which circumscribed the IICs' decisions about school objectives; curriculum committees whose prescriptions limited the decision-making choices of both the IIC and the I & R units; and budgetary constraints which reduced or eliminated paraprofessional staff or released time for unit leaders and teachers. The district office administration therefore markedly influenced decision-making processes of the IIC.

## Group Dynamics and Leadership

The dimension of task structure possessed important connotations for the principal's leadership.

When sharing decisions, the IGE principal "must strike an appropriate balance between involvement of the staff, on the one hand, and the principal's responsibility for making decisions and taking action, on the other" (Lipham and Fruth, 1976, p. 57). In the schools researched the principals built and controlled the IICs' agenda. They used strategies to ensure that decisions were made so as not to compromise their responsibilities as the school's leader. One such strategy was task structuring. Concerning a particular agenda item, the principal had most of the information required to enable a decision to be made, managed the discussion of the item, and interceded to sum up the desired decision when "consensus" was apparent. Other strategies for task structuring included referring the item to an ad hoc committee, discussing an upcoming item with influential unit leaders, and using key members of staff as "listening posts" before contentious issues were presented. The level of acceptance by an IIC of the principal's task structuring strategies reflected upon his/her qualities as a leader.

## District Office Administration and Leadership

In several of the schools the school district office impinged on the leadership of the principal. Some district offices had small staffs so that principals were required to carry out functions which either took them out of their schools or channeled their time away from school-related matters. Some staff noted that their principals "had one eye cocked to the district office" when decisions were made. Where school closings or district reorganization was likely to occur due to falling enrollments, the principal who wished to retain his/her position in the school district remained acutely cognizant of all district policies. Some district offices supported the IGE concept; others did not or were neutral. Some unit leaders believed that the district office exploited the IGE concept. In both direct and subtle ways, the district office administration influenced the principal's leadership.

# CHAPTER IV

## SUMMARY, FINDINGS, CONCLUSIONS, AND IMPLICATIONS

This chapter consists of three sections. A brief overview of the study is presented in the first section. Then follows a summary of the major findings and conclusions. The concluding section presents some implications for practice and for further research toward the end that future education in IGE schools may be improved.

### Summary of the Study

The system of IGE "aims to provide quality education that yields high student achievement, develops the abilities underlying those achievements, and contributes to healthy personality development" (Klausmeier et al., 1977, p. 7).

IGE comprises seven components, the first of which, the multiunit organization, was designed to produce an environment in a school building which facilitates instructional programming for the individual student and the introduction of other IGE components (Klausmeier et al., 1968, p. 18). The multiunit school organization consists of three interrelated hierarchical levels: the Instruction and Research (I & R) Unit at the classroom level; the Instructional Improvement Committee (IIC) at the building level; and the Systemwide Program Committee (SPC) at the district level. The IIC, so named "to encourage the members of this committee to focus on the improvement of instruction rather than on other matters and to elicit the support of parents and other community persons" (Klausmeier et al., 1977, p. 4), was the focus of this study. The IIC was designed to involve the staff in decision making. "Shared decision making implies open communication before arriving at a decision, and continued communication while the actions based upon the decision are implemented" (Klausmeier et al., 1977, p. 8). Representation through the unit leader is the essential two-way communication channel between the unit teacher and the IIC. The purpose of this study was to investigate and describe the functions, processes, and relationships in the IIC.

The conceptual and theoretical foundations of this study included IGE concepts, social systems theory, group dynamics theory, leadership theory and decision theory. The IGE literature focused the research upon the key decision-making group, the IIC--its functions, the leadership role of the principal, and the representation behavior of the unit leader.

Social systems theory (Getzels et al., 1968) provided the unifying framework which views the school as comprised of two dimensions--the normative dimension containing constituent roles and accompanying expectations and the personal dimension composed of individuals, their personalities, and their need dispositions. The IIC is a social system whose dynamics are affected by the larger social system of the school. This blending of the normative and personal dimensions is the transactional dimension, the "dynamic transaction between roles and personality" (Sweitzer, 1969).

Group dynamics theory (Cartwright and Zander, 1968) was used because the dynamics of the IIC could be analyzed as they are affected by the institutional roles and expectations of the school, the larger educational environment beyond the school, and the personalities of the IIC members. The following group dynamics variables were investigated because each had been well documented: group cohesiveness, group norms, communication, task structure, and group style.

Leadership theory was important because the principal is the status leader of the school. The principal's leadership was investigated using the three leader behavior categories derived by House (1973) from the Path-Goal Theory of Leadership: instrumental leadership, supportive leadership, and participative leadership.

Decision theory (Lipham, 1974) was central to the study because the IIC uses group decision-making processes which replace the principal as the major decision maker in the school. Decision theory was examined within the context of social systems theory. According to social systems theory, congruence between institutional role expectations and personal need-dispositions of members of the IIC determines the extent of their satisfaction with the decision-making process, with the decisions made, and with their level of participation in decision making. Interview protocols, observations, and informal interviews, were used to investigate decision-making processes in the selected schools. The four methods (Holmquist, 1976) examined were:

1. Unilateral--made by the leader of the group.
2. Consensus--agreement by yea-saying, or gesture.

3. Consensus--agreement indicated through silence.

4. Vote--the binding democratic process.

Field methodology was employed to discover and describe relations and interactions among important variables which affected the functions, processes, and relationships in the IIC. An intensive study was made of the IICs in eight successful IGE elementary schools diverse in location, general socioeconomic level, and ethnic community composition. The schools were described in a table giving an overview of pertinent background information, and by a multiunit organizational chart and short narrative for each school.

Data collection procedures included interviews, observations, and organizational and personal questionnaires. A companion study (Kawleski, 1977) describing conditions in I & R units was simultaneously conducted.

The data were presented and analyzed by variable across the eight schools investigated. Sections, in turn, dealt with the functions of the IIC, the representation behavior of the unit leader, the group dynamics of the IIC, the principal's leadership of the IIC, decision making in the IGE school, the multiunit structure and decision making, and relationships between some of the major variables.

## Findings and Conclusions

Although numerous findings and conclusions could be drawn regarding each school, certain important findings emerged concerning the major variables of the study across all of the schools.

## Findings

Findings regarding the structure, processes, and relationships of the IIC are enumerated first for the major variables. These are followed by additional findings regarding the other components of IGE.

Variations from the Multiunit Model. Several variations from the membership of the prototypic IIC occurred. Some IICs were open to all members of staff, teacher aides were represented, special units were formed, and specialist teachers represented their colleagues on a rotational basis. The criteria for meetings often were not met. Although weekly IIC meetings were scheduled in some schools, these rarely continued for the duration suggested by the model.

Functions of the IIC. The IICs concentrated on three of the six unique functions they are expected to perform:

1. Establishes educational objectives for the entire school.
2. Coordinates the plans and activities of the school's units to achieve continuity in the educational program.
3. Coordinates the use of facilities, equipment, and curricular materials that are utilized by the several units.

Discussion, interpretation, and implementation of district policies took a substantial part of the time and effort of the IICs. Much time was also spent on such routine matters as announcements or other items typically handled at faculty meetings.

Representation by the Unit Leader. Unit leaders generally were effective formal and informal, two-way communication links between the I & R units and the IIC--bringing ideas and concerns of the units to the IIC and conveying the IIC's decisions and other information back to the units. Unit leaders influenced IIC decisions effectively when they made strong, logical presentations about issues of concern to their units.

Unit views generally were represented accurately and objectively in the IIC. IIC decisions, however, were not all relayed by unit leaders without some intrapersonal conflict and occasional bias. Some interrole conflict existed for unit leaders regarding the teaching and administrative expectations held for them.

Group Dynamics of the IIC. Findings with respect to the group dynamics variables were:

1. Group cohesiveness. Cohesiveness was high in most IICs. Open communication channels, first-hand knowledge of the school and its procedures, and informed and involved decision making characterized the IIC.
2. Group norms. Formal group norms were not extremely important. IIC meetings tended to be informal, without written or unwritten rules of operation. IICs met regularly, deriving their meeting structure and direction from the agenda. Minutes of meetings were taken and distributed on an organized basis in most schools. The main informal norms were consensus decision making and concern that each member contribute to discussions which developed around items.
3. Communication. The predominant decision-making process used by the IICs was the total interaction communication network,

which is predicated on two-way communication among members of the group. The total interaction style, used especially if the issues were complex, was inefficient if the leader's intervention was not timely, either to guide and stimulate discussion, or to formulate a decision, which was the result of compromises achieved through the dynamics of the members' interactions. Often, decisions reached were not stated clearly or recorded concisely, therefore communication concerning some decisions and their content was counterproductive.

4. Task structure. Principals agreed that IICs grappled with complex tasks--systemwide matters, personnel, and curriculum; other IIC members believed that issues discussed in the IIC were not so complex because such issues were either structured by the principal or other committees, thus simplifying decision making.

   Structuring of task items on the agenda was a very important strategy for principals. Task structuring strategies of the principals included retaining control over the major sources of information; selectively sharing information--at times confidentially--with all or some of the unit leaders; using the IIC as a "sounding board" for ideas and information; and establishing "listening posts" throughout the school.

5. Group style. The style of the IIC in well established schools was dynamic. Where IICs were less dynamic than

others, the organizational variables of formalization and centralization were high.

*The Principal's Leadership of the IIC*. Findings concerning the leader behavior of the principal were:

1. Instrumental leadership was exercised with caution by principals, but other IIC members viewed instrumental behavior as a positive leadership attribute.
2. Supportive leadership behavior was very important to teacher job satisfaction and effective functioning of the IIC. Additional job responsibilities frequently precluded principals from satisfactorily fulfilling the supportive behavior dimension.
3. Participative leadership was undertaken in different ways. Not all IIC members were asked to participate when certain decisions were being formulated because selective sharing of information occurred. For some IIC members, participative leadership implied, and was accepted, as advice seeking by the principal.

Overall, IGE principals demonscrated each of the three types of leader behavior at a high level. Principals typified their own leader behavior as participative; IIC members characterized their principals' leader behavior as supportive; and the researcher concluded that instrumental leader behavior of principals was most pervasive.

*Decision Making in IGE Schools*. The decision-making process in the IICs typically took the following course: an agenda item was brought forward and discussed for possible solutions from which one, broadly acceptable, was generated; differences that were important, but marginal to the agreed core solution were focused on, and compromises reached through dynamic interaction among members; and a decision was articulated based on unanimity by consensus.

Principals were satisfied with the decision-making process because decisions became widely accepted, and shared blame could be invoked if they were not. Other IIC members also were satisfied with the process but believed it would be improved if some unit leaders had less influence, if teacher input could be increased, and if the IIC increased its involvement in making potent decisions.

There was a high level of satisfaction with decisions made by the IIC, but members were bothered that the "best" decisions might not always be made because too many IIC members were reluctant to discuss issues openly.

Influence on decision making by teachers was related to the strength of the principal's leadership and the adequacy of the unit leader's representation. Principals had a very strong influence on decision making because they built the agenda; generally had access to and control of the information needed to enable the decision to be reached; controlled the discussion; could interpose opinions more readily and with greater acceptance than most members; decided when the decision point was reached; formulated the decision; and decided whether the issue had been resolved, was to be deferred pending further input, was referred elsewhere for recommendation, or was withdrawn for a unilateral decision to be made. Unit leader influence was dependent to a large degree on their confidence and competence, based on experience, to speak up, and to make a reasoned presentation about an issue on the unit's behalf. Teachers had little influence on IIC decisions of schoolwide and districtwide concern. Their major sphere of influence was in the area of instruction.

All staff members were satisfied with the process of decision making and the decisions made in their schools at the level of "considerable," despite their perceived mean level of influence upon decisions as being "some."

The Multiunit Structure and Decision Making. Such organizational variables as the following influenced decision making in the IIC: agendas, minutes of meetings, and time, length, frequency, regularity and timing of meetings. Satisfaction was expressed in those schools where IIC agendas were available to the units well in advance of IIC meetings; where full minutes of the IIC meetings with concise statements of decisions taken were available promptly after meetings; where it was possible to have IIC meetings at a less stressful time than after a day's teaching; where meetings did not become unnecessarily protracted; and where unit meetings could be scheduled both before and after IIC meetings to maximize the potential inherent in the unit leader's representation function.

The membership criteria of the IIC as suggested by the prototypic model was followed in few schools. Where group size became large and specialist teacher representation was indefinite, then IIC effectiveness was often questioned.

Released time was an important variable affecting decision making in the IIC. In some schools, released time had either been eliminated or reduced, and still other schools have never had it. Compromises in implementing the IGE model were made by staff according to the released time available to them. In those schools which have never had released time it was clear that the resulting educational provision was preferred to the alternative in which they were previously engaged.

Organizational variables from outside the schools directly impacted on the operation of the IIC. The single most important and pervasive influence on the IIC was that of the district office administration. By its attitude towards IGE, and by its decisions and operations, the district office affected decisions concerning the school's objectives, curriculum, organization, and staffing. District office policies in matters such as district reorganization due to changing school enrollments had implications for staff morale and security. The staff's capacity to plan effectively, and their relationships with the principal were also affected by district office policies and requirements.

Teacher associations, IGE related organizations, parent organizations, teacher education institutions, and other educational agencies also affected IIC procedures. In the exercise of their power, teacher associations were generally helpful to the operation of the IICs and had the potential to be strong supportive forces. Such organizations as IGE leagues and HUBs were not realizing their promise as supportive influences on IGE schools. Parent organizations generally were supportive, although some were "watchful." Teacher education institutions that took an active interest in the schools were particularly powerful catalysts for the refinement and renewal of IGE concepts and practices.

Personal variables of principals also influenced the decision-making processes of the IIC. Helpful behaviors of principals included being able to delegate responsibility, capable of making compromises, and competent in interpersonal relations. Principal behaviors that hindered included being inflexible and uncompromising in their attitudes, unavailable, or too closely identified with the district office.

Unit leaders who appropriately represented their units and had great allegiance to the unit were influential in the IIC. Identification with IGE, especially as demonstrated by acceptance of the IGE philosophy, training in IGE, and understanding of IGE helped them to influence IIC decisions. Unit leader under- or over-identification with or misinterpretation of IGE was dysfunctional to the operation of the IIC.

Personal variables of unit leaders had important positive or negative influences on the operation of the IIC. Members who contributed to the IIC's effectiveness were open-minded, flexible, and compatible; those who hindered it lacked openness, and tended to engage in conflict.

Findings Related to Other IGE Components. Certain findings emerged regarding each level of the multiunit organization. At the instructional level, the I & R units in some schools had become so powerful that a distinct tendency existed for them to become schools-within-the-school.

As indicated earlier, the IIC carried out several of the six functions it is expected to perform--coordinating the plans and activities of the school's units to achieve continuity in the educational programs, establishing the school's educational objectives, and coordinating the use of facilities, equipment and curricular materials. Because of the IIC, regular faculty meetings were held less frequently and served different purposes than formerly.

The SPC was implemented to only a limited degree. Even so, the district office, in some instances, appeared to fulfill several of the functions of the SPC. Sound vertical channels of communication from the IIC were not always established however.

Instructional programming for individual students, was affected by districtwide policies which eliminated planning time, insisted on the predominance of districtwide objectives, and initiated curriculum committees which usurped school prerogatives in curricular decision making.

Evaluation for educational decision making was not a comprehensively implemented component. It was noticeable, however, that the IIC in many schools gave considerable attention to the educational progress of atypical children.

Compatible curricular materials was a decision-making area which the IIC left to the units. Teachers, therefore, became involved in making important and relevant instructional decisions.

Some home-school-community relations activities were implemented in all schools. Implementation of this component was found to range from "fair" to "excellent." A great deal of the responsibility for home-school-community relations was delegated to the units.

Of the several extraorganizational agencies in the facilitative environment which could maintain and strengthen IGE schools, teacher education institutions were the most significant, especially where these possessed the capacity and the interest to have certification requirements and IGE courses linked. Where new teachers were hired, preference was given to those who had been part of internship or student teaching programs in which the school had participated with a nearby teacher education institution.

Continuing research and development was implemented at the school level in such forms as new curricular materials being introduced and evaluated; new courses discussed, appraised, and instituted; and new federal or state demonstration programs being introduced as a prelude to districtwide implementation.

## Conclusions

Certain major conclusions can be drawn from the findings of this study. In several instances, these conclusions are compatible with those of previous studies of IGE schools. Regarding the functions, processes, and relationships of the IIC in IGE schools it was concluded that:

1. The membership, modes of operation, and functions performed by the IIC differed considerably from the prototypic multiunit organizational model and varied substantially from school to school. Reasons for this were: the nature of the principal's leadership, the degree of

commitment of the staff to the principles of IGE--particularly to the refinement and renewal phases of its implementation, the managerial requirements unique to each school, the policy mandates of the district office, and the size of the school.

2. The IIC performed crucial and significant functions related to the instructional program in IGE schools. Its effectiveness, however, would be increased by broadening member understanding of its range of specified functions; by decreasing the tendency to use the IIC for routine administrative purposes; by improving administrative arrangements to enhance two-way communication between the IIC and the units; by changing school schedules to ensure appropriate times, duration, regularity, and location of IIC meetings; and by fostering appropriate interpersonal relations among members.

3. Unit leaders who were committed to the concept of IGE and who were adequately prepared to discuss and defend in the IIC issues of concern to their unit members were effectively fulfilling their representation function. The effectiveness of the unit leader's representation function in the IIC was enhanced by both the principal's support schoolwide, and by the principal's awareness, understanding, and amelioration of the "administrator-teacher" interrole conflict found to be experienced by many unit leaders. The effectiveness of the unit leader's representation function also contributed to the cohesiveness of the IIC through the facilitation of horizontal and vertical, two-way communication.

This conclusion is compatible with the findings of previous research. Pellegrin (1969) found that the unit leader was an important person in the influence hierarchy of the school, performing many duties ordinarily carried out by the principal; Smith (1972) concluded that principals exhibiting leader behavior high in consideration, i.e., supportive leader behavior, had positive consequences for the operation of the IIC; and Sheridan (1974) found that the unit leader's performance effectiveness was enhanced when principals, unit leaders, and teachers agreed on expectations for the unit leader's role.

4. Group cohesion increased in IICs when there were open two-way communication channels, when members were satisfied with the decision-making processes, when unit leaders performed their representation function effectively, and when personalities and teaching philosophies were compatible. This conclusion is in accord with Pellegrin's (1969) finding that IGE schools were characterized by open communication networks, and Smith's (1972) finding that IIC member compatibility, when related to other variables, was important to the effectiveness of the IIC.

5. An open, two-way, total interaction style characterized communications in the IIC. Relevant agenda items, frankness in participation by all members of the IIC, timely intervention by the principal to bring about decisions by consensus, and accurately recorded and reported decisions enhanced communication. Unduly large IICs, inaccurate or biased reporting by unit leaders of decisions made in the IIC, and weak two-way communication links among unit leaders which resulted in units tending to become schools-within-the-school, tended to inhibit communication.

6. Task structuring of agenda items--common in most IICs--increased as the issues involved became more complex, or as principals saw the need to control the outcomes of decisions for which they were ultimately responsible while still appropriately involving IIC members. The task structuring of principals to influence decision outcomes was perceived as less than ideal by other school personnel. Similarly, Wright (1976) concluded that teachers perceived IGE principals to be making more potent decisions than was the ideal.

7. The leadership behavior of the principal was a crucial factor in the functioning of the IIC. When principals had the ability to strike an appropriate balance between instrumental and participative leadership styles, effectiveness of decision making in the IICs was enhanced. Significant instrumental behaviors included: attention to agendas and meeting procedures, capacity to distinguish between areas of decision-making responsibility, the ability to bring discussions to closure. Participative leader behavior involved willingness to listen to and work with IIC members. In previous research which supports this conclusion, Gramenz (1974) found the ideal instrumental leader behavior of principals to be controversial and perceived differently by both principals and unit leaders. Smith (1972) also concluded that IIC effectiveness was enhanced if the principal did not dominate the other members.

8. All IICs used shared decision-making processes to some degree. There were variations from school to school according to the willingness of principals to involve other members in decision making,

the extent of the principals' participative leader behavior, the unit leaders' awareness of and commitment to the philosophy of IGE, and the effectiveness of the communication channels within the schools. The decision-making process evolved by each IIC, however, was satisfactory to most staff members, despite their perceptions that they had relatively low influence on the actual decisions made--a perception also found by Nerlinger (1975).

Clear patterns of decision making, as delineated in existing linear-rational models, were generally not apparent in the shared decision-making processes utilized. The process most commonly observed was that members very quickly reached consensus on the main aspects of an issue, but spent considerable time weighing alternative solutions and matters of detail. Sometimes compromises were reached among these alternative solutions; and sometimes compromises were made by individual members. On many issues, however, the actual decisions made were not entirely clear, and their evaluation received scant attention.

9. Several ancillary conclusions are also of significance.

a. Teacher education institutions which taught IGE-related courses enhanced the operation of IICs by giving practicing teachers avenues of study to improve their understanding of and competence in IGE concepts and practices, and by providing resource personnel either for in-service programs or to motivate further innovations within the school to stimulate the refinement and renewal of IGE. Paul (1974) similarly found that teacher education institutions played an important role in sustaining and refining educational change and improvement in IGE schools.

b. Frequent changes in membership of the IICs were dysfunctional to their operation. Proxy members, members by rotation, and new unit leaders did not adequately perform their functions of representation and participation in decision making.

c. The failure, in general, of the schools to have SPCs or of the extant SPCs to perform their functions according to the multiunit model negatively affected the IGE program in the schools. In particular, the IICs were deprived of supportive communication links with other IGE schools and with the district offices, of relevant provisions for in-service education, and of financial and personnel assistance in the schools. Moreover, certain curricular and instructional decisions of the IICs became circumscribed because of policies, procedures and committee structures of the school districts. Viable SPCs would serve to ameliorate such latent and manifest conflicts.

## Implications for Practice and Research

This concluding section contains the implications for practice in IGE schools and some suggestions for further research regarding the operation of the IICs in IGE schools.

### Implications for Practice

In all of the schools visited IGE had been in the process of implementation for at least five years. Through time, the prototypic model of the multiunit school and the IIC, which was the particular focus of this study, had been refined in response to the unique needs of each school, to a variety of extraorganizational pressures, and to the new understandings and skills which were necessary and developed by the staff as refinement of their IGE practices continued. Several practical recommendations are therefore offered to educators in IGE schools with regard to the functions, processes and relationships of the IIC. These suggestions may assist educators' efforts at refinement and renewal of IGE.

1. Each school should evaluate the operation of its IIC. Some of the questions to be addressed are:

    a. Is the IIC carrying out its prescribed functions? If not, is the school's interpretation of the IGE model justifiable in terms of the school's special needs? If school-level revisions of the functions are thought necessary, what strategies are possible to ensure that the revisions occur?

    b. Are the size and representativeness of the IIC appropriate for the necessary group dynamics to occur which ensure shared decision-making processes may be fully implemented?

    c. In what ways can the two-way communication processes between the IIC and the I & R units, and among the units be improved? Matters of concern should be: content of IIC agendas and their availability, along with written information about items; compilation and distribution of minutes; input of items to the agendas by units and individual members; adequate preparation by unit leaders to represent units on particular issues; and development of horizontal communication patterns to inhibit isolation between units.

d. Is the day, the time of the day, and the duration of the IIC meeting suitable for the processes and relationships in which it must engage?

e. What is the most appropriate location for the IIC to meet? Should a variety of settings be chosen?

f. Are there alternatives to relaying time-consuming announcements and correspondence through the IIC?

g. Are the full-time and shared specialist staff members adequately linked through the units into the school's communication network and with the corporate educational life of the school?

h. Is stability of membership in the IIC over a long period of time counter-productive in that members know each other too well, and become complacent and inefficient in the exercise of their many leadership duties?

2. Each IIC should evaluate its commitment to the use of shared decision-making processes. This study revealed considerable teacher satisfaction with the manner in which decisions are made in the IIC, yet many noted that a lack of frankness and a reluctance to speak out on vital issues by some members for various personal reasons adversely affected decision making. How are the desired personal qualities to be fostered? Ideally, the IIC requires a climate which does not discourage innovative thinking and encourages openness and honesty among members.

Principals were perceived as either making too many decisions, or influencing decision making too strongly. Teachers also agreed that, in some matters, decision making was the principal's prerogative. It behooves the principal, as a member of an IIC characterized by trust and openness, to inform members of the status of the items for decision. In this regard, a useful taxonomy might be: items for unilateral decision; items for unilateral decision following discussion in the IIC; and items for which decisions are totally shared.

For each IIC, therefore, the meaning of shared decision making must be understood and established. To do this, time must be spent on exploring how the group works. Thus, an understanding of the group dynamics of the decision-making process is important. Alternative strategies and techniques must be explored. Occasional use of the conflict model instead of the consensus decision-making process should be considered. Brainstorming offers possibilities for generating ideas and setting priorities for action. Appropriate methods for appraising members of the information needed to make a decision must be found; sufficient time should be allowed during meetings for the decision-making process to generate good solutions and to deter impatience on the part of the principal which might cause unilateral decision making; and mechanisms should be developed to enable all members of staff to become influential on schoolwide decisions.

3. Principals should evaluate their leadership behavior and strive to make the changes they deem desirable. This study revealed that knowledge of several theoretical frameworks--leadership theory, decision theory, group dynamics theory and small group theory would enhance principals' performance of their leadership responsibilities.

Principals should seek basic knowledge about leadership theory to improve their understanding and practice of leadership behaviors and skills. They should not only understand decision theory, but also use it in practice to involve others, and to assist them to understand shared decision making. Principals should know and fully understand the seven components of IGE and the five-phase implementation model. They must be prepared, moreover, to manage and sustain the educational change process in whatever phase their school has reached.

4. Understandings gained from a knowledge of group dynamics theory and small group theory would assist principals in training IIC members to function as a group, and give principals direction in evaluating, stimulating, and maintaining the effective operation of the IICs and the units.

5. The refinement and renewal phases of the implementation model should be addressed with vigor and purpose to ensure that the IGE program maintains its growth and expansion. The concern expressed by one principal, "There's a letdown after things are rolling with IGE," was not an isolated one; nor were the fears expressed by some teachers that complacency had to be overcome. In-service education programs devised within the schools or by outside agencies would help schools with their own refinement and renewal efforts. If refinement and renewal are dependent, at least in part, on teacher education institutions, state education agencies, state IGE networks and IGE leagues, then initiatives must be taken within schools in cooperation with district offices to encourage, support, and involve appropriately these extraorganizational agencies.

6. Each IGE school should attempt to establish role descriptions for unit leaders which are as compatible as possible with the prototypic model, but meeting the unique requirements of the school. In so doing, cognizance should be taken of the "teacher-administrator" interrole conflict which many unit leaders experience. This research confirms the fundamental dilemma the unit leader faces, which other writers attest to in different settings.

> Identification with the group represented causes a concern to uphold the interests of that group rather than the committee which he is on (Schein, 1970, p. 88).
>
> It is not uncommon for representatives to be disowned by the groups they represent because they have transferred, or are suspected of having transferred their allegiances to the group of representatives (Miller and Rice, 1975, p. 60).

The role description might focus on defining the administrative functions of the unit leaders' role and the expectations which are held for the unit leaders' representation of the units on the IIC.

## Implications for Future Research

Several implications for further research have emerged from this study, among which are the following:

1. Groups fulfill the expectations of the institution and the need-dispositions of the individual members. In the group processes there is "a dynamic transaction between roles and personality" (Sweitzer, 1969). Theory building research should be conducted to clarify further the transactional dimension of social systems theory. The focus could be on the IICs to investigate what members believe

are the tasks for which the IICs are officially held responsible; what psychological functions the IICs fulfill for the members with regard to their need-dispositions; the conditions which facilitate the fulfillment of member needs; and the manner in which the group fulfills the needs.

2. Concerning interpersonal relations in the IICs, behaviors inimical to participative decision making were discovered in this research. Research should be conducted to establish what group dynamics mechanisms are needed to ensure that group interaction problems are identified and steps taken to correct them.

3. In the schools investigated, continuity and stability of membership of the IIC was often stated to be important to the decision-making processes, and that when changes in membership occurred the settling down process could take up to two years. Because guaranteed tenure of IIC membership is not possible, several of these committees should be studied according to Altman and Taylor's (1973) stages of growth to ascertain how long it takes IICs with disrupted membership to function smoothly as a group and what interventions are possible to accelerate the settling down process if it becomes protracted. Alternatively, the effects of long-term membership should also be examined.

4. Regarding decision theory, the shared decision-making process in formal groups such as the IICs could be investigated for the manner in which it is structured. A complete analysis could be undertaken in one or more schools on a longitudinal basis with decision-making variables being measured. Intervention procedures could then

be attempted in the schools studied, the staffs being given intensive, relevant in-service education in group dynamics theory, small group theory, consensus building, and interpersonal relationships. Replication of previous measures would enable a start to be made on devising a systematic approach to the shared decision-making process.

5. The linear-rational model of decision making does not adequately describe the shared decision-making process. Research to enhance theory development in this regard should be conducted to investigate the relevance of Lindblom's (1959) method of successive limited comparisons to the manner in which a final decision is made in the IICs.

6. The issue of sexism has been reported in this study in terms of the balance of the sexes in the IIC and the different interpersonal relationships that develop among male and/or female members of the IIC. These variables are perceived to affect the shared decision-making process. Research is necessary which focuses on communication patterns and processes within IICs of differing male-female membership balances; the different perceptions and responses by members to the IIC leadership, depending upon whether the leader is man or a woman; and the extent to which men may come to their principal or unit leader tasks better prepared to engage in shared decision making by their life experiences, e.g., participant in team sports, than women. Findings on these and other related issues could have fundamental implications for ensuring that all members come to the IIC equally well prepared to facilitate dynamic interaction within the IICs, for the manner in which decisions are shared in the IICs, and for the specific types of in-service education required for both men and women in order that shared

decision making is a process which fulfills the potential envisaged for it in IGE schools.

7. Decisions to be made at the administrative level of an IGE school can be divided into three categories or spheres of influence--the principal's decision, the principal and the IIC's decision, and the IIC's decision. Considerable uncertainty exists as to what are the boundaries of these spheres. Research should be conducted to examine the spheres of influence on decision making, to document the decisions which either belong in each sphere or are negotiable; and to study the influences which make for permeability between the boundaries of the spheres, e.g., the principal's strategies. Clarification of decision-making categories in IGE schools would be especially useful in promoting teacher satisfaction with and influence on decisions, as well as in improving the IIC's decision-making processes.

8. Research is necessary to ascertain the status of the System-wide Program Committee as a factor in educational refinement and renewal in IGE schools, and as a two-way communication link between IGE schools and district offices. The performance of the SPC's functions should be investigated in both exemplary and non-exemplary situations and appropriate refinements to the model should be undertaken.

9. Research should be conducted into the effects of extra-organizational variables which impinge upon organizational-individual relationships within the schools. This should be done both in terms of the influence of particular institutions--school boards, district offices, teacher associations, to name a few--and in the broader context of philosophic, economic, or political factors.

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# APPENDIX A

# TELEPHONE SURVEY

# TELEPHONE SURVEY

Name of School: ____________________

Location: ____________________

Phone: ____________________

Person Contacted: ____________________

Researcher: ____________________

Date: ____________________

Communications:

1. Letter of introduction sent on:

   ____________________

2. Initial telephone contact:

   ____________________

3. Other contacts:

   ____________________

   ____________________

   ____________________

   ____________________

Comments and action taken:

## Telephone Interview

Hello [Principal's name]:

This is [your name] calling from the Wisconsin Research and Development Center to talk with you about the next stage of the IGE studies proposed, and to ask whether your school might be interested in continuing your research association with us. We are compiling a list of schools from which the final sample will be chosen. Have you the time now to discuss this with me?

If "No," schedule a convenient time.
Date: ___________ Time: _________
If "Yes," continue.

1. I would like to outline the research proposal and obtain your initial reaction to the possibility of being placed on our short list.

Two companion studies are planned using the field study approach--that is, two researchers, myself and ___________________ will visit certain schools to observe and interview staff and to analyze available records. The emphasis of the studies will be upon the functions, processes and relationships in the decision making of the IIC and I & R units. My emphasis will be upon the
IIC ____. ____________________'s efforts will be directed
I&R ____.
toward the IIC _____.
I&R _____.

Your school has been recommended to us by previous researchers for inclusion in this phase of the research if you and your staff agree.

Have you any questions about what I have told you so far? (Record these and respond.)

Questions asked:

2. Do you have any initial reactions to this research being conducted in your school?

(If unfavorable, thank them for their consideration.)
(If favorable, then continue to #3.)

Comments:

3. Before describing the study, I would like to ascertain whether or not your school meets some basic criteria that are important in the study.

a. Do you still consider yourself an IGE school? Yes No

b. How long have you been principal? ____________________

c. Is the organizational structure the same as it was last year?

Yes No

d. Is the age/grade spread in each unit the same as last year?

Yes No

e. Describe your unit leaders according to the following criteria:

| | No. of new | No. of retained |
|---|---|---|
| Intermediate level | ______ | ______ |
| Primary level | ______ | ______ |

f. How many new teachers are in each unit?

| | | | | | | |
|---|---|---|---|---|---|---|
| Unit | ______ | ______ | ______ | ______ | ______ | ______ |
| Number | ______ | ______ | ______ | ______ | ______ | ______ |

(If the above criteria are favorable continue to step 4. If not, thank the principals for their time and consideration.)

Comments:

4. If I may, I would like to outline the nature of the research in a little more detail. (Discuss the following points.)

   a. The research will be a field study.

   b. Shared decision-making processes and group dynamics will be observed in the IIC and I & R units.

   c. This will entail observing meetings of the IIC and I & R units, interviewing (both formally and informally) pertinent personnel, and perusing any records of IIC and I & R unit meetings which can be made available.

   d. Some attention will be given to the specific functions and activities of principals and unit leaders. This means that the researchers will spend quite some time with these people as they go about their normal day's work.

   e. It will be very important that the key personnel (principal, unit leaders, and unit teachers) are willing to participate and to be frank in any discussions. Anonymity of the school and its personnel are absolutely guaranteed.

   f. Data collection will take place during the second semester, commencing in January, 1977.

   Comments:

5. The basic plan is to make one or more visits to each school. The duration of the visit could be up to several days depending upon meeting schedules and the length of time needed to collect the data.

   Comments:

6. Concerning the selection of I & R units for the study, should your school decide to participate, you will be asked to select one primary and one intermediate unit from among the I & R units interested in participating.

   Comments:

7. Could you give me the following details about the I & R units and the IIC?

| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---|---|---|---|---|---|---|---|---|
| 1) Unit name | | | | | | | | |
| 2) Number of teachers assigned to the unit full time (including unit leader) | | | | | | | | |
| 3) Number of pupils (as exact as you can give it) | | | | | | | | |
| 4) Grade level equivalents | | | | | | | | |
| 5) What day and time do units meet? | Day:<br>Time: | | | | | | | |
| 6) What day and time does IIC meet? | Day:<br>Time: | Is this weekly, biweekly, monthly, or other? (Circle one) | | | | | | |

8. Are all the pupils accounted for in the information you have just given to me?

   1) Yes

   2) No. If no, explain who isn't included in these units:

   ______________________________________________

   a) kindergarten
   b) special education pupils
   c) other "regular" pupils (i.e., not special education)

9. Have you had any changes in unit leaders from last year?

   Yes No

   If yes, list units ______ ______ ______

   Is the unit leader

   - new to the school ______ ______ ______
   - from within the unit ______ ______ ______
   - from within the school ______ ______ ______

10. Who are the regular members of the IIC?
    (Prompt: Principal? All unit leaders? Specialists? etc.)

11. Would you classify your school's geographic location as urban, suburban, or rural?

12. What is your best estimate of the economic level of families whose children are served by your school?

    Low income Low-middle income High middle income

    High income Mixed (Specify)

13. We are anxious to settle on a research event calendar, so within the next few days we will mail you a summary of the information discussed during this call and copies of our research proposals, which should assist you and your staff to decide together whether to participate or not.

    Could you estimate a time that would be convenient for us to contact you concerning the decision that has been made?

    Date Time Contact

    ________________ ______________ ______________________________

14. Thank you so much for your time and assistance. If you or any of your staff have any further questions, please feel free to call either myself or [name of co-researcher], telephone 608/263-4260.

# APPENDIX B

# SUMMARY OF RESEARCH STUDIES

the
Wisconsin
Research and Development Center
for Cognitive
Learning

the University of Wisconsin · 1025 West Johnson Street · Madison, Wisconsin 53706 (608) 263-4200

Dear ________

As agreed during our recent telephone conversation, enclosed is a summary of our research proposal which we trust will enable you and your staff to decide upon participation in the research studies planned.

We hope that you and your staff will feel comfortable with the research methodology to be used, should you agree to participate. We would be most appreciative of your early consideration of this matter. We will contact you on ____________ regarding your decision.

In the meantime please feel free to call us at 608-263-4260 should you desire any additional information about these studies.

Sincerely,

Colin Moyle
Research Assistant

Sandi Kawleski
Research Assistant

James M. Lipham
Professor of Educational
Administration

Enc.

# Summary of Research Studies of the Operations of the I & R Unit and the IIC

One of the major goals of the Wisconsin Research and Development Center for Cognitive Learning is to utilize organizational theory to refine the multiunit organizational structure for individualizing elementary schooling. The general research strategy to achieve this goal includes observations and analyses of the hierarchical group structures created in the multiunit school organization (the I & R unit and the IIC), and of major changes in the role behavior of principals, unit leaders, and others which result from implementing the multiunit form of school organization.

To attain this goal, two companion research studies are planned for second semester, 1977. One study, by Kawleski, focuses mainly upon the I & R unit; the other, by Moyle, on the IIC. A sample of six to ten multiunit IGE schools will be selected for intensive analysis, drawn from the population of 42 schools which participated in earlier studies during the 1975-76 school year.

Both studies are field studies which will utilize observations, structured and unstructured interviews, and analysis of minutes of I & R unit and IIC meetings. The studies are exploratory, aiming to analyze relationships among variables which the researchers have defined, or other variables which may emerge during the course of the studies. The basic plan is to make one or more visits to each school for a length of time which could total several days, depending upon meeting schedules and the length of time needed to make the observations and interview the staff members.

The research plan is to investigate the group dynamics of the decision-making process in both the I & R unit and the IIC. Two I & R units from those willing to participate in each school will be chosen--one intermediate, the other primary. Although group dynamics is a broad field of inquiry, the observers' analysis of the group behaviors will focus upon group cohesiveness, group norms, communication, group interdependence, task structure, group style and leadership. Because the unit leader's role is newly created by the multiunit structure, with membership on both the I & R unit and the IIC, the incumbent has additional responsibilities which will vary from school to school, and which will be of particular interest to both of the researchers in their observations.

The actual decision-making process of both hierarchical groups will be analyzed according to observation categories related to the multiunit organization, since this structure was specifically designed to provide for meaningful participation in the decision-making process.

Staff members will be asked to respond to a brief interview questionnaire concerning organizational and personal factors. The researchers will utilize observation instruments and interview protocols to analyze decision-making and decision-implementation processes. Data will be validated through discussion between the co-researchers and with the school staff observed and interviewed.

The studies will seek answers to the following questions:

1. What are the organizational variables which influence the group dynamics of the decision-making process of the I & R units and the IIC?

2. What personal variables influence the group dynamics of the decision-making process of the I & R units and the IIC?
3. What is the impact of leadership on the decision-making process of the I & R units and the IIC?
4. How do unit leaders fulfill their responsibilities?
5. Can a profile of types of I & R units and IICs be made on the basis of their group interactions?
6. What are the differences between the operation of the I & R units and the IIC as described in IGE literature and in actual practice?
7. Which revisions and refinements should be incorporated in the multiunit organizational structure for IGE schools?

# APPENDIX C

## SAMPLE LETTER TO SCHOOL
## CONFIRMING ARRANGEMENTS FOR VISIT

the
Wisconsin
Research and Development Center
for Cognitive
Learning

the University of Wisconsin 1025 West Johnson Street Madison, Wisconsin 53706 (608) 263-4200

Dear ____________

We write to confirm the arrangements discussed with you by telephone concerning our visit to your school. In doing so we convey also our sincerest appreciation for the cooperation and assistance you have given us.

It is our intention to be at your school from 1:00 p.m. on March 14, 1977, through to noon, March 18, at the latest. During the course of our visit we would hope, with your continued support, to undertake the following:

(1) Observe two I & R unit meetings and be unobtrusive observers of some of the teaching activities and teacher interactions of the two units. The two units, one intermediate and one primary, will be your choice.

(2) Observe an IIC meeting.

(3) Have a scheduled individual meeting of approximately thirty minutes duration with the following: the principal, the leaders of the two units being observed, and each teacher in those two units. The purpose of these meetings is to ask a series of general questions about IIC and unit operations. Be assured that anonymity of both school and respondent is guaranteed.

(4) With permission, read and analyze for content any agendas, minutes of meetings, etc., which might be available from the groups under observation.

(5) Have informal discussions as time and occasion permit with other staff members regarding IGE.

We also enclose for your information a copy of the "Informed Consent Form" which we are obliged to have formally interviewed respondents sign. This, of course, will be done when the interview actually occurs.

Once again we thank you for your cooperation and assure you that we are looking forward to our visit to your school.

Sincerely,

Colin Moyle
Research Assistant

Sandi Kawleski
Research Assistant

Enclosure

# APPENDIX D

# INFORMED CONSENT FORM

## Research Study

## Organization for Instruction and Administrative Arrangements:

## Administration of Individualized Schooling

## Informed Consent Form

The research study in which you are participating is designed to examine functions, processes, and role relationships in schools that emphasize individualized instruction. The purpose of the study is to utilize organizational theory to refine and improve the structure of the school. In conducting the study, researchers will observe meetings, conferences, and instructional activities, and will conduct individual (or group) interviews with administrators, unit leaders, teachers, students, aides, parents, citizens and others regarding their actual (real) expectations and behaviors, as well as their idealized (desired) expectations and behaviors.

The anonymity of all participants is guaranteed and no individual, school, or school district will be identified in any reports of the research. It is expected that the results of this research will be of both theoretical and practical value to the field of education and to the public at large.

The University of Wisconsin-Madison has formally assured the United States Department of Health, Education, and Welfare (DHEW) that it will assure the protection of any human being exposed to risk in any project or program that DHEW or any of its agencies has been requested to support. A copy of this assurance will be made available to you upon request.

There are no known discomforts or risks associated with any of the procedures in which you will participate and such procedures are in conformity with accepted professional practice.

Any questions you may have concerning the procedures to be utilized in this study will be answered. You are free to withdraw your consent and to discontinue participation in this study at any time.

Please sign below to indicate your consent to participate in the study.

| | |
|---|---|
| ______________________________ | ____________________ |
| Subject | Date |

# APPENDIX E

## OBSERVATION PROTOCOL

School ____________________

# OBSERVATION PROTOCOL

## Instructional Improvement Committee

### I. Cohesiveness

| Observation | Notes |
|---|---|
| A. Informal group congregation | |
| B. Supportiveness (e.g., sharing of materials and ideas; reinforcement--verbal and physical, etc.) | |
| C. Socializing (e.g., joking, discussing things other than school) | |
| D. Concern for comfort (e.g., (coffee, candy, and other signs of comfort) | |

Summary Statement:

Researcher's name: ____________________

## II. Group Norms

| Observation | Notes | Verify* |
|---|---|---|
| A. Formal Norms (List) | | |
| B. Informal Norms (List) | | |

Summary Statement:

---

*Verified by interview

## III. Communication, Task Structure and Decision Making

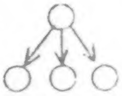
| Observation | Notes |
|---|---|
| A. Illustrate seating pattern (Mark dominants) | |

| B. Content (List): | N | TS | M | D |
|---|---|---|---|---|
| | | | | |

Summary Statement:

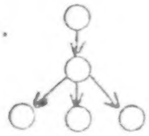
Codes: N = Network Type
TS = Task Structure 1 → 5
M = Minutes Taken
D = Decision Type

A.



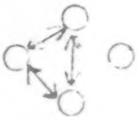
Principal predominated

B.



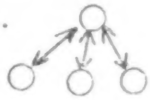
Expert predominated

C.



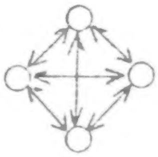
Noninvolved Member(s)

D.



Interaction with Leader

E.



Total Interaction

U = Unilateral
CY = Consensus: agreement by yea-saying
CS = Consensus by silence
V = Vote
/d = Decision deferred

## IV. Group Style

| Observation | Notes |
|---|---|
| Dynamic: | |
| Static: | |
| Summary Statement: | |

## V. Leadership Style

| | | R* |
|---|---|---|
| A. Participative | | |
| B. Instrumental | | |
| C. Supportive | | |
| Summary Statement | | |

*R = Rate according to scale, 1 = low ⟶ 5 = high.

VI. Representation Function of the Unit Leader

| Observation | Notes |
|---|---|
| A. Verbal referral about the I & R unit. | |
| B. Compromising and netotiating on the I & R unit's point of view. | |

Summary Statements:

VII. Other Observations:

## Schoolwide Observations

| Observation | Notes |
|---|---|
| Cohesiveness | |
| A. Informal group congregation | |
| B. Supportiveness (e.g., sharing of materials and ideas, reinforcement --verbal and physical, etc.) | |
| C. Socializing (e.g., joking, discussing things other than school) | |
| D. Concern for comfort (e.g., coffee, candy and other signs of comfort) | |

Summary Statement:

## IIC Records

## Analysis of Content According to IGE Model Prescriptions

| | Tally |
|---|---|
| 1. Establishing educational objectives for the entire school. | |
| 2. Coordinating the plans and activities of the school's units to achieve continuity in the educational program. | |
| 3. Coordinating the use of facilities, equipment, and curricular materials that are utilized by the several units. | |
| 4. Analyzing and communicating with the community and involving parents and other citizens in an effective program of home-school-community relations. | |
| 5. Coordinating the school's in-service staff development program and the preservice teacher education program. | |
| 6. Coordinating research and development activities in the school. | |
| 7. Other functions (specify): | |

Summary Statements:

Checklist of Descriptive Items

______ Floor plan

______ Organizational description

______ Number of students/staff

______ IMC

______ Specialists list

______ Other special rooms

______ Curriculum materials list

______ Playground

______ Teacher lounge

______ Other ad hoc committees

______ All components of IGE

- SPC - League

______ Other IGE schools in district

______ Links with other institutions

______ District description

# APPENDIX F

## INTERVIEW PROTOCOL

# INTERVIEW PROTOCOL

## Composition of IIC

School: ______________________________

IIC Meeting Times: ______________________

Other Meeting Times:
(specify occasion) ______________________

Permanent Members:

| Position/Name | Position/Name |
|---|---|
| | |
| | |
| | |
| | |
| | |
| | |
| | |
| | |
| | |
| | |

Other School Committees:

| Committee | Composition (position/name) |
|---|---|
| | |
| | |
| | |
| | |

Researcher's name: ____________________

## INDIVIDUAL PROFILE

Position/Name

A. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

B. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

C. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

D. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

E. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

F. ______________________________

1 2 ___ 1 2 3 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5 ___ 1 2 3 4 5

| Sex | Age | Teaching Experience | IGE Teaching Experience | IGE Training | Unit Leader Experience |
|---|---|---|---|---|---|
| 1: M | 1: 20-35 | 1: no exper. | 1: None | 1: None | 1: None |
| 2: F | 2: 36-50 | 2: 1-5 yrs. | 2: 1 year | 2: Up to 1 week | 2: 1 year |
|  | 3: 51+ | 3: 6-15 yrs. | 3: 2 yrs. | 3: More than 1 week | 3: 2 yrs. |
|  |  | 4: 16-30 yrs. | 4: 3 yrs. | 4: Course work | 4: 3 yrs. |
|  |  | 5: 31+ yrs. | 5: 4 yrs. | 5: Courses and in-service | 5: 4+ yrs. |

| Questions | Members | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | T | Mean |
| Group Cohesiveness<br>1. How much benefit do you derive from membership on the IIC? | | | | | | | | | |
| 2. To what extent do you think your IIC has a sense of togetherness, of "we-ness"? | | | | | | | | | |

## Group Norms

3. Are your IIC meetings run according to specified procedures? (Prompt: Agenda building, meeting procedure.)

| Position | Response | |
|---|---|---|
| | | |

4. Are there unwritten rules which influence the patterns of behavior in the IIC meetings? (Prompt: Consensus decision making, ensuring each member participates, etc.)

| Position | Response | |
|---|---|---|
| | | |

Communication

5. What matters do IIC members spend most of their time discussing during meetings?

| Position | Comments |
|---|---|

| | Members | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | 7 | T | Mean |
| Communication | | | | | | | | | | |
| 6. What percentage of IIC time is spent in: (Show prompt card summarizing the functions.) | | | | | | | | | | |
| a. Establishing educational objectives for the entire school. | | | | | | | | | | |
| b. Coordinating the plans and activities of the school's units to achieve continuity in the educational program. | | | | | | | | | | |
| c. Coordinating the use of facilities, equipment, and curricular materials that are utilized by the several units. | | | | | | | | | | |
| d. Analysing and communicating with the community and involving parents and other citizens in an effective program of home-school-community relations. | | | | | | | | | | |
| e. Coordinating the school's in-service staff development program and the preservice teacher education program. | | | | | | | | | | |
| f. Coordinating research and development activities in the school. | | | | | | | | | | |
| g. Other functions. | | | | | | | | | | |

## Task Structure

7. How complex are the tasks with which your IIC tends to grapple? (Record response and ask for typical examples.)

| Position | Response | Example |
|---|---|---|
| | | |

## Group Style

8. Centralization: Does the principal include the IIC members when decisions are made? (Record comments)

| Position | Response | |
|---|---|---|
| | | |

9. Formalization: Is the IIC controlled by rules of operation? (Record comments. Prompt: explicit rules, going through proper channels, chided if rules violated.)

   a. from external sources:

| Position | Response | |
|---|---|---|
| | | |

Group Style (continued)

b. self-imposed:

| Position | Response | Comments |
|---|---|---|
|  |  |  |

10. Stratification: Are some IIC members given more influence than others, or have more confidence placed in them? (Prompts: sought out for advice, have rules bent for them, chosen as members of other committees, more sought by parents.)

    a. from outside the IIC:

| Position | Response | Comments |
|---|---|---|
|  |  |  |

Group Style (continued)

b. from within the IIC:

| Position | Response | Comments |
|---|---|---|
| | | |

11. Complexity: Is expertise called upon to assist with the making of decisions?
    a. from outside the IIC (Prompt: consultants, parents, central office):

| Position | Response | Comments |
|---|---|---|
| | | |

Group Style (continued)

b. from within the IIC:

| Position | Response | Comments |
|---|---|---|
| | | |

| | Members | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | 7 | T | Mean |
| **Leadership**<br>12. Instrumental: Does the principal let the IIC members know precisely what is expected of them with regard to such matters as: work schedules, rules to be followed, standards of performance, etc.? | | | | | | | | | | |

| | Members | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | 7 | T | Mean |
| Leadership (continued) | | | | | | | | | | |
| 13. Supportive: Is the principal supportive in that she/he is friendly, does little helpful things, puts suggestions into operation, etc.? | | | | | | | | | | |
| 14. Participative: Does the principal consult with members of the group and use their input before acting on a problem? | | | | | | | | | | |
| 15. Choose one of the leadership styles above that best describes you/your principal. | | | | | | | | | | |

16. How would you describe the manner in which decisions are made in the IIC?

| Position | Comments |
|---|---|

| | Members | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | 7 | T | Mean |
| Decision Satisfaction | | | | | | | | | | |
| 17. Rate your overall satisfaction with how decisions are made by | | | | | | | | | | |
| a. the I & R unit: | | | | | | | | | | |
| b. the IIC: | | | | | | | | | | |
| 18. Rate your overall satisfaction with the decisions made in | | | | | | | | | | |
| a. the I & R unit: | | | | | | | | | | |
| b. the IIC: | | | | | | | | | | |

| | Members | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | L | 1 | 2 | 3 | 4 | 5 | 6 | 7 | T | Mean |
| Decision Satisfaction (continued) | | | | | | | | | | |
| 19. Are there occasions when you feel that shared decision making becomes ineffective in | | | | | | | | | | |
| a. the I & R unit? | | | | | | | | | | |
| b. the IIC? | | | | | | | | | | |
| 20. How much influence do you feel you have upon | | | | | | | | | | |
| a. I & R unit decisions? | | | | | | | | | | |
| b. IIC decisions? | | | | | | | | | | |

## Representation

Ask of the principal:

21a. Do the unit leaders accurately represent their units' views on the IIC? (Comments)

22a. Do the unit leaders experience conflict in representing unit views on the IIC? (Comments)

23a. Do the unit leaders convey IIC decisions promptly to the units? (Comments)

24a. Do the unit leaders convey IIC decisions accurately to the units? (Comments)

25a. Do the unit leaders experience conflict in representing the IIC decisions to the units?
(Comments)

## Representation

Ask of the unit leaders:

21 b. Do you feel that you accurately represent unit views to the IIC? (Comments)

22 b. Do you experience conflict in representing unit views to the IIC? (Comments)

23 b. Do you feel that you convey all IIC decisions promptly to the I & R unit? (Comments)

24 b. Do you feel that you convey all IIC decisions accurately to the I & R unit? (Comments)

25 b. Do you experience conflict in representing IIC decisions to the I & R unit? (Comments)

26. Organizational Variables: Inside/Outside School

a. What is it about the school which helps your IIC to work?

| Position | Comment |
|---|---|
| | |

b. What is it about the school which hinders the operation of your IIC?

| Position | Comment |
|---|---|
| | |

c. Are there influences from outside the school which help your IIC's operation?

| Position | Comment |
|---|---|
| | |

d. Are there influences from outside the school which hinder your IIC's operation?

| Position | Comment |
|---|---|
| | |

27. Personal Variables

a. Are there important personal factors which contribute to the operation of your IIC?

| Position | Comments |
|---|---|
| | |

b. Are there important personal factors which hinder the operation of your IIC?

| Position | Comments |
|---|---|

General Questions

28. How are unit leaders appointed?

| Position | Comment |
|---|---|

29. In what ways do the units differ from one another?

| Position | Comment |
|---|---|

30 a. How are aides used in your unit?

| Position | Comment |
|---|---|
| | |

b. Who decides aides' duties and time allotments?

| Position | Comment |
|---|---|
| | |

c. How is the aide hired and appointed?

| Position | Comment |
|---|---|
| | |

31 a. How are new staff members hired?

| **Position** | Comments |
|---|---|

b. How are staff shifts decided?

| Position | Comments |
|---|---|

32. If you had the chance to work within another school or unit, would you?

| Position | Comments |
|---|---|

# APPENDIX G

## SAMPLE LETTER OF APPRECIATION

the
Wisconsin
Research and Development Center
for Cognitive
Learning

the University of Wisconsin · 1025 West Johnson Street · Madison, Wisconsin 53706 · (608) 263-4200

Dear ______________

We write to thank you very sincerely for the warm and generous way you received and assisted us during our recent visit to your school. Our only disappointment was that we did not have time to meet with everyone. Your willingness to make time available from your very intense daily work schedule was greatly appreciated. We admired so much the dedication of the staff to the interests of the children in your care. The information we were given so freely and the insights we've gained will assist us greatly in our research.

Once again, thank you.

Sincerely,

Colin Moyle and Sandi Kawleski
Research Assistants

# Center Planning and Policy Committee

Richard A. Rossmiller
Center Director

Wayne R. Otto
Associate Center Director and
Area Chairperson
Studies in Reading, Language
and Communication Processes

Marvin J. Fruth
Area Chairperson
Studies of Individualized
Schooling

Herbert J. Klausmeier
Area Chairperson
Studies of Cognitive
Learning and Development

James M. Lipham
Area Chairperson
Studies of Organization
for Instruction and
Administrative Arrangements

Thomas A. Romberg
Area Chairperson
Research on Learning
Processes in Mathematics
and IGE Evaluation

# Associated Faculty

Vernon L. Allen
Professor
Psychology

B. Dean Bowles
Professor
Educational Administration

Thomas P. Carpenter
Assistant Professor
Curriculum and Instruction

W. Patrick Dickson
Assistant Professor
Child and Family Studies

Marvin J. Fruth
Professor
Educational Administration

John G. Harvey
Professor
Mathematics
Curriculum and Instruction

Frank H. Hooper
Professor
Child and Family Studies

Dale D. Johnson
Associate Professor
Curriculum and Instruction

Herbert J. Klausmeier
V.A.C. Henmon Professor
Educational Psychology

Joseph T. Lawton
Assistant Professor
Child and Family Studies

Joel R. Levin
Professor
Educational Psychology

James M. Lipham
Professor
Educational Administration

Dominic W. Massaro
Professor
Psychology

Donald M. McIsaac
Professor
Educational Administration

Gerald Nadler
Professor
Industrial Engineering

Wayne R. Otto
Professor
Curriculum and Instruction

Penelope L. Peterson
Assistant Professor
Educational Psychology

Robert G. Petzold
Professor
Music
Curriculum and Instruction

Thomas S. Popkewitz
Assistant Professor
Curriculum and Instruction

Gary G. Price
Assistant Professor
Curriculum and Instruction

Thomas A. Romberg
Professor
Curriculum and Instruction

Richard A. Rossmiller
Professor
Educational Administration

B. Robert Tabachnick
Professor
Curriculum and Instruction

J. Fred Weaver
Professor
Curriculum and Instruction

Gary G. Wehlage
Associate Professor
Curriculum and Instruction